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# THESIS

**MARINE LEADERSHIP OF CIVILIAN PERSONNEL: AN ANALYSIS OF MARINE CONTRACTING OFFICERS' MANAGEMENT OF CIVILIAN P&C PERSONNEL**

by

**Macon R. Robinson**

**December 1997**

**Principal Advisor:** **Sandra M. Desbrow**

Thesis
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The Marine Corps currently has 18 regional contracting offices located throughout the continental U.S. and one office in Okinawa, Japan. Ten out of the 18 regional contracting offices are headed by military contracting officers. The majority of the personnel that make up the workforce in these offices are civilians. The military side of the workforce continues to get smaller not only because of downsizing but in part as a result of the Defense Acquisition Workforce Improvement Act (DAWIA). DAWIA requires the Department of Defense to increase the ratio of civilian personnel to military personnel in the acquisition workforce each year, a move toward civilianization of this profession. As more and more civilians take over acquisition and contracting positions the real challenge will be for those military officers that must head these newly formed organizations which rely heavily on civilian workforce. The major challenge that any military officer will be facing in this environment is how to manage civilians effectively.

This thesis identifies the issues associated with the management of civilian purchasing and contracting (P&C) personnel in a USMC regional contracting Office. A survey and interviews of USMC military contracting officers and civilian P&C personnel were conducted by the researcher and the results were used to develop conclusions and recommendations to enhance the management skills of Marine Corps Officers.

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# MARINE LEADERSHIP OF CIVILIAN PERSONNEL: AN ANALYSIS OF MARINE CONTRACTING OFFICERS' MANAGEMENT OF CIVILIAN P&C PERSONNEL

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Captain, United States Marine Corps
B.S., Lewis & Clark College, 1986

Submitted in partial fulfillment of the
requirements for the degree of

**MASTER OF SCIENCE IN MANAGEMENT**

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ABSTRACT

The Marine Corps currently has 18 regional contracting offices located throughout the continental U.S. and one office in Okinawa, Japan. Ten out of the 18 regional contracting offices are headed by military contracting officers. The majority of the personnel that make up the workforce in these offices are civilians. The military side of the workforce continues to get smaller not only because of downsizing but in part as a result of the Defense Acquisition Workforce Improvement Act (DAWIA). DAWIA requires the Department of Defense to increase the ratio of civilian personnel to military personnel in the acquisition workforce each year, a move toward civilianization of this profession. As more and more civilians take over acquisition and contracting positions the real challenge will be for those military officers that must head these newly formed organizations which rely heavily on civilian workforce. The major challenge that any military officer will be facing in this environment is how to manage civilians effectively.

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TABLE OF CONTENTS

I. INTRODUCTION.....1

A. DISCUSSION.....1

B. OBJECTIVES.....4

C. RESEARCH QUESTIONS.....6

D. SCOPE OF THE THESIS.....7

E. METHODOLOGY.....8

F. ORGANIZATION OF THE STUDY.....10

II. THE MANAGEMENT OF A USMC REGIONAL CONTRACTING OFFICE..13

A. INTRODUCTION.....13

B. THE MARINE CORPS CONTRACTING STRUCTURE.....13

1. Regional Contracting Structure.....14

2. Regional Contracting Office Organization.....18

C. THE DUTIES OF THE USMC CONTRACTING OFFICER.....20

D. THE DUTIES OF CIVILIAN P&C PERSONNEL.....21

1. 1105 - Purchasing Agent.....22

2. 1106 - Procurement Clerk.....22

3. 1102 - Contracting Specialist.....23

E. CIVILIAN P&C PERSONNEL MANAGEMENT.....23

1. Civilian Vs. Military Management.....23

2. The Merit System.....25

3. Regulations, Policies, and Procedures.....27

4. Labor Agreement Relations.....28

F. CHAPTER SUMMARY.....30

**III. DATA PRESENTATION AND SUMMARY OF RESULTS.....31**

A. INTRODUCTION.....31

B. SURVEY PLAN.....31

C. USMC MILITARY CONTRACTING OFFICERS SURVEY RESULTS..35

1. Experience and Background.....35

2. The P&C Civilian Management Environment.....37

3. Training in Civilian Personnel Management.....51

4. The Military Vs. Civilian Issue.....54

D. CIVILIAN P&C PERSONNEL SURVEY RESULTS.....60

1. Experience and Background.....60

2. The P&C Civilian Management Environment.....63

3. The Military Vs. Civilian Issue.....67

4. Job Satisfaction.....74

E. CHAPTER SUMMARY.....78

**IV. ANALYSIS OF SURVEY RESULTS.....79**

A. INTRODUCTION.....79

B. EXPERIENCE AND BACKGROUND.....80

C. THE P&C CIVILIAN MANAGEMENT ENVIRONMENT.....82

D. MILITARY VERSUS CIVILIAN ISSUE.....88

E. JOB SATISFACTION.....92

F. TRAINING IN CIVILIAN PERSONNEL MANAGEMENT.....93

V. RECOMMENDATION AND CONCLUSIONS.....95

A. INTRODUCTION.....95

B. RECOMMENDATIONS.....95

C. CONCLUSIONS.....96

1. Primary Research Question.....96

2. Subsidiary Research Questions.....97

D. AREAS FOR FURTHER RESEARCH.....101

APPENDIX A. MARINE CORPS REGIONAL CONTRACTING OFFICES....103

APPENDIX B. SURVEY OF MILITARY CONTRACTING OFFICERS.....105

APPENDIX C. SURVEY OF CIVILIAN P&C PERSONNEL.....115

LIST OF REFERENCES.....125

INITIAL DISTRIBUTION LIST.....127

# I. INTRODUCTION

## A. DISCUSSION

The end of the Cold War has brought about changes in military structure, budgets, and missions. The effects of reduced force structure combined with a movement towards outsourcing and civilianization of work formerly done by the military has caused more increased interaction between military personnel and civilian personnel than ever before. The United States Marine Corps, in particular, being one of the smallest branches of the military and having the least amount of civilian employees, will feel the impact of the changing Department of Defense (DoD) environment quite severely, especially in the traditional form of leadership and management of personnel. Significant differences exist in the way military and civilian positions are managed. Although the current Commandant of the Marine Corps, General Krulak is adamant that the "Civilian Marine", as he refers to them, play a vital role in the Marine Corps Community, civilian personnel have not had the rigid military training that is required to be a Marine and in that manner cannot be treated as such. Marine officers are trained first and foremost to lead Marines, whether it be in combat or in a support role. In the ever changing environment of the DoD,

how do Marine officers lead civilian personnel?

In the United States Marine Corps, responsibility comes with rank not necessarily experience. This holds true for all Marine Corps officers who graduate from the Naval Postgraduate School, in the Acquisition and Contract Management 815 curriculum. Graduates go directly to contracting billets to do their payback tours as contracting officers with the secondary Military Occupational Specialty (MOS) of 9656. As such, one of their primary duties as specified in the MOS Manual will be to "supervise others in the conduct of Marine Corps contracting functions."[Ref.10:p.1-61] They will be put in charge of contracting offices throughout the Marine Corps with no prior experience in managing a contracting office.

In addition, most of these new Marine contracting officers have had little or no experience working with civilian employees in any capacity. Most of their knowledge about civilian personnel has been based on the perceptions which abound in many military circles about the poor working habits of Civil Service Government employees. They will now be going into billets where they will not only be working with civilian employees, but more importantly they will be supervising them. For many, at least initially, learning how to do their new jobs will be challenging enough, however

they will also be facing new leadership challenges dealing with civilian personnel for which their military training and development may not have prepared them. There will be an entire new set of rules and ways of managing civilian personnel with which a new Marine contracting officer[1] must become familiar.

The USMC contracting offices have a unique organizational makeup of civilians and Marines. It will be very important for a new contracting officer to understand the organizational structure and the inter-workings of a Marine Corps regional contracting office in order to be the best leader and manager possible. It will also be important for a new contracting officer to understand the perspectives of the civilian contracting and purchasing personnel who will be working for them so that a smooth transition can be made into their new contracting environment.

Regional contracting offices are static base organizations that support inherently base functions. In most base regional contracting offices (e.g. Camp Pendleton, Camp Lejeune) the majority of the personnel that run these offices are civilian. Until recently, there has not been

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[1] A Marine contracting officer as used throughout the text will refer to an active duty member of the U.S.M.C. assigned the secondary MOS of 9656 as compared to a civilian contracting officer that works for the Marine Corps.

such an emphasis placed on the importance of civilian personnel to the Armed Services. The management of civilian personnel by military officers is nothing new however it is not heavily documented. As many Marine contracting officers find out, some the hard way, there are a lot of rules and regulations concerning the management of civilian personnel. The main focus of this research effort is on what are the important elements in the management of civilian P&C personnel. Analyzing the opinions of both civilian P&C contracting personnel as well as the military contracting officers that supervise them is important in identifying the issues in managing civilian personnel that are common to all regional contracting offices. Knowing potential issues prior to their occurrence and knowing what sources to use to find out how to deal with those issues is important to any manager. Examining the opinions of those that function in this type of environment was an important aspect to finding out the facts about how military contracting officers supervise civilian P&C personnel.

## B. OBJECTIVES

The purpose of this research is to identify the major issues that arise in the management of civilian Purchasing and Contracting (P&C) personnel by military contracting

officers. It will explore the reasons why those issues identified occur in a USMC contracting environment, and give recommendations on management techniques which can eliminate most of these issues. It will also examine the organizational structure of USMC regional contracting offices and the duties of civilian P&C personnel. This thesis will be a case study of how Marine contracting officers effectively manage civilian P&C personnel.

The main purpose is to provide information and guidance to new Marine contracting officers who have never worked with civilian personnel before about the rules and regulations that govern how civilian personnel are supervised, what issues occur in the management of civilian personnel and how to handle, resolve, and avoid those problems that do occur, as they apply to a USMC contracting environment.

The main thrust of this thesis is to serve as a guide for new Marine contracting officers in managing civilian contract specialists. It will give new Marine contracting officers an idea of what challenges to expect when managing civilian P&C personnel, and what is the basic organizational makeup of USMC regional contracting offices, before they transition into their new contracting billets. This will enable them to avoid the problems that were initially faced

by the contracting officers who they will replace.

## C. RESEARCH QUESTIONS

The following primary research question will be used to direct and guide the objectives of this study:

**How do Marine military contracting officers effectively manage civilian P&C personnel in a USMC regional contracting office?**

The following subsidiary questions will be used to help direct the focus of research in answering the primary research questions:

1. What are the issues that arise in the management of civilian P&C personnel in a USMC regional contracting office?

2. What is the basic organizational structure and personnel makeup of a USMC regional contracting office?

3. What are the differences encountered in managing civilian P&C personnel that are important for a new contracting officer to know?

4. What is the specific guidance and training given to U.S. Marine Corps military contracting officers in the management and supervision of civilian contract specialist?

5. What underlying factors are the bases for the issues that occur with civilian P&C personnel?

6. How do and how can USMC military contracting officers effectively resolve the issues that arise with civilian contracting specialist?

7. What management techniques or training experience could be instituted to avoid the frequently occurring issues?

## D. SCOPE OF THE THESIS

The scope of this thesis will be limited to Marine Corps military regional contracting officers and the civilian P&C personnel who work for them. Specifically, those civilians that deal with purchasing and contracting functions directly and can be identified as 1102 - Contract Specialist, 1105 - Purchasing Agent, and 1106 - Procurement Clerk.

There are 18 Regional Contracting offices, however, only eight were selected to be used for this study. The other twelve Regional Contracting Offices were eliminated for three reasons;

1. The chief contracting officer does not supervise an adequate amount of civilian personnel to form fully informative responses.

2. The Chief contracting officer does not supervise any civilians.

3. The chief contracting officer is civilian. Although enlisted Marines are vital to the operation of a regional contracting office, their affect or impact on the management of civilian P&C personnel will not be addressed in this research. However, enlisted military personnel will be used to draw comparisons with the management of civilian personnel throughout study.

It is assumed that because of the small size of the Marine Corps and the way in which it is organized, many of the Marine officers going into regional contracting offices have not had a great deal of experience in the management of civilian personnel. It is also assumed that the reader is somewhat familiar with the Government contracting environment.

## E. METHODOLOGY

The methodology used in this thesis research consisted of three parts. The first was a literature search and review. The second was personnel interviews with both civilian P&C personnel and military contracting officers in a position to provide insight and information to answering the research questions. The third was two surveys: one on military contracting officers and the other with civilian P&C personnel.

The literature search included the Federal Laws and Regulations, concerning the management of civilian personnel, supplemental regulations from the DoD and the U.S. Marine Corps, various articles and books concerning Civil Servant and Personnel Management, previous studies/theses concerning military and civilian issues, Human Resource Office supervisor training manuals and Office of Civilian Personnel supervisor training courses. The main

focus of this review is to examine the guidance and training that is given or available to Marine Corps Contracting Officers concerning the management of civilian P&C personnel.

Personal interviews were conducted with Marine Corps' regional contracting officers and their civilian deputies at Camp Pendleton and Marine Corps Recruit Depot San Diego, on 6 August and 7 August 1997 respectively. These interviews provided valuable insight related to the primary research question and also aided in the development of the two surveys.

The two surveys dealt with identifying the major issues in the management of civilian personnel from a military and civilian perspective. They were conducted on both military contracting officers and the civilian P&C personnel that work under them.

The first survey was of the military contracting officers currently serving in the eight major regional contracting offices selected for this study. The second survey was sent to a random selected group of civilian P&C personnel of various positions from each office.

The second survey questions were structured to solicit responses that would measure what issues are perceived to be important in the effective management of civilian personnel

and identify what are the major problems that arise. Each survey addressed whether military contracting officers had the prerequisite training to manage civilian personnel effectively and whether or not there was even a need for a military contracting officer in a regional contracting office. Both surveys also sought input as to the most important motivators for civilian personnel work performance. Another focus of the survey questions was to measure if there is a military vs. civilian attitude that exist within this environment.

The collection of data, was the most essential parts of this research effort. It had to be developed and executed with extreme care and attention to detail in order to insure that the facts presented are accurate as well as useful. The major crutch of research for this thesis heavily relied on survey questionnaires e-mailed to military contracting officers and their civilian purchasing and contracting subordinates.

## F. ORGANIZATION OF THE STUDY

Chapter I serves as an introduction to the study and outlines the research questions and methodology.

Chapter II describes the current USMC contracting environment. An overview of the external and internal organizational structure of USMC Regional Contracting

Offices will be presented. It will also briefly detail the duties of USMC Contracting Officers and civilian P&C personnel that run USMC Regional Contracting Offices.

In Chapter III, the survey conducted will be explained and the responses received will be detailed and analyzed. The two surveys are include in Appendix B and C. The results of survey will be given in Appendix C. The researcher will interpret the data collected as it pertains to the primary and subsidiary research questions.

Finally, Chapter IV presents a summary of the study and gives the researcher's conclusions and recommendation.

## II. THE MANAGEMENT OF A USMC REGIONAL CONTRACTING OFFICE

### A. INTRODUCTION

This chapter provides an overview of the overarching leadership structure of Marine Corps' contracting organization. It shows the mix of military and civilian leadership throughout the organizational structure. It will state the specific roles of the major departments within this structure. This chapter will focus on the contracting at the regional contracting level in the Marine Corps. It will further describe the military and civilian structure and functions at this level. This chapter will also explain the system that governs how civilian P&C personnel are managed and supervised.

### B. THE MARINE CORPS CONTRACTING STRUCTURE

The Commandant of the Marine Corps (CMC), the deputy Chief of Staff for Installations and Logistics (DC/S I&L), and the Commander, Marine Corps System Command (MARCORSYSCOM) are the three military officers who have been designated as the Heads of Contracting Activity[2] (HCA). The Director of Contracts Division (Code LB) advises DC/S I&L in all contracting matters, procures equipment and

---

[2] HCA has authority to exercise the powers enumerated in Title 10, United States Code.

services for all items centrally managed at Head Quarters Marine Corps (HQMC), and for other requirements. The Field Contracting Support Branch (Code LBO) exercises the functional management and control over contracting activities of the Marine Corps Contracting System for the Director, Contracts Division, with the exception of MARCORSYSCOM[3]. [Ref.11:p.8]

The Marine Corps contracting structure starts at the top with military leadership but has civilian leadership at all levels throughout. DC/S I&L has three departments headed by civilians as depicted in the organization chart, in Figure 2-1. The position of Assistant Deputy Chief of Staff being one of them. Within DC/S I&L falls the Contracts Division, which is also headed by a civilian. All but two positions within the Field Contracting Support Branch are filled by civilian personnel. This organizational chart is presented in Figure 2-2.

### 1. Regional Contracting Structure

There are currently 18 regional contracting offices within the Marine Corps. All 18 of these offices, listed in appendix A, fall under the Field Contracting Support Branch.

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[3] The single organization within the Marine Corps responsible for research, development and acquisition of all ground systems and equipment used by the Marine Corps.

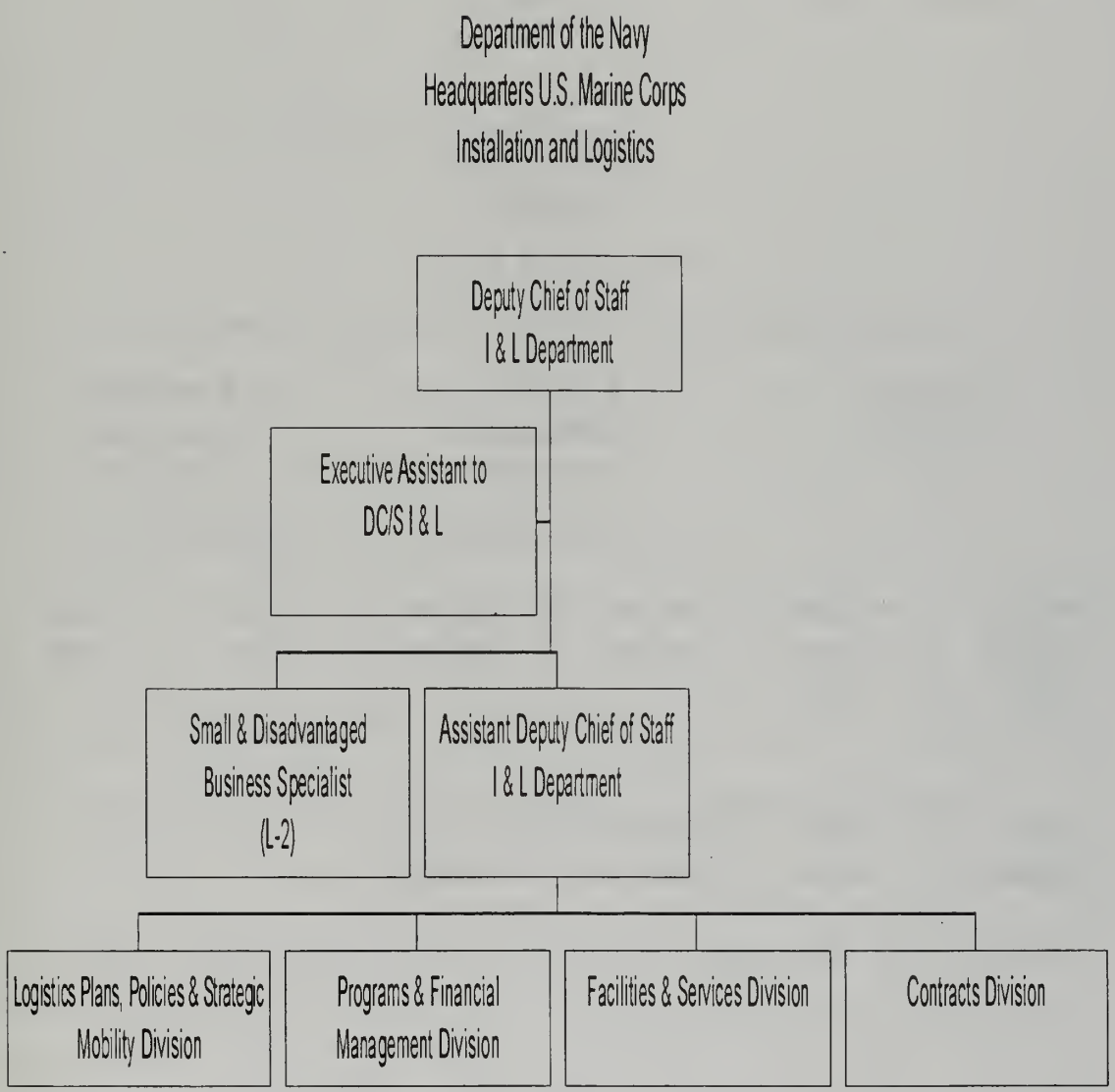


Figure 2-1 (Source Code LBO,1996)

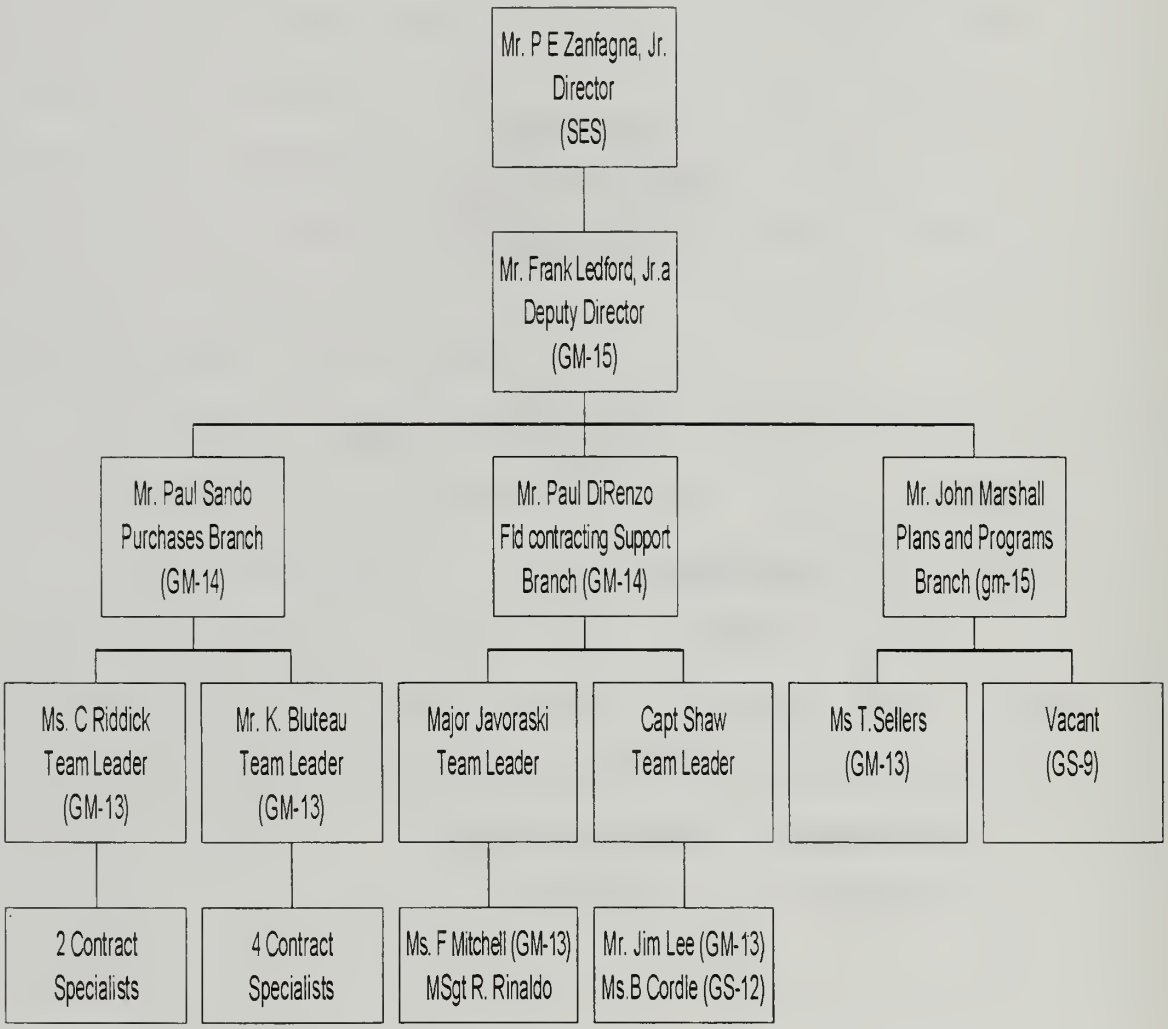


**Figure 2-2 Contracts Division (Source Code LBO, 1996)**

The DC/S I&L delegates purchasing and contracting authority to individuals appointed by name as contracting officers for all regional contracting offices. Designated contracting officers are authorized to enter into contracts on behalf of the United States and to make certain determinations and findings as required by law and

regulation. [Ref.11:p.8]

There are basically two types of regional contracting offices; Field Contracting Offices and Contingency Contracting Offices.

a. **Field Contracting Offices**

The majority of regional contracting offices are field contracting offices. Field contracting offices are located at activities and bases throughout the Marine Corps and are responsible for providing contracting services for their perspective base or activity.

b. **Contingency Contracting Offices**

There are only three Contingency Contracting Offices in the Marine Corps. They are located within the Marine Corps Force Service Support Group's Structure and are responsible for providing contracting support to deployed forces.

Regional contracting offices can be further categorized by level of purchasing authority. There are two regional contracting offices with unlimited buying authority with no restrictions on type of contracts, ten major regional contracting offices with unlimited buying authority for firm fixed priced contracts, three Fleet Marine Force (FMF) deployable contracting offices with unlimited buying authority for firm fixed price contracts when (Deployed

Only) and 3 limited regional contracting offices with purchase authority under the small purchase threshold.

### 2. Regional Contracting Office Organization

The internal organization of most regional contracting offices is comprised of a unique mix of military and civilian personnel. The head of a regional contracting office is the chief contracting officer that is appointed, by name in writing, by the DC/S I&L, with authority to enter into and administer contracts above the small purchase threshold. Additionally the chief contracting officer has been redelegated the authority to appoint contracting officers below the small purchase threshold. The chief contracting officer is assisted by a principal deputy. The authority given to the chief contracting officer can only be delegated to this principal deputy. [Ref.11:p.8] In fact, in most regional contracting offices the deputy is also given the same warranted authority as the chief contracting officer.

The chief contracting officer is military in 11 out the 18 regional contracting offices. Their principal deputies are all civilian with the exception of three. These three exceptions are the deployable contracting offices that do not have a deputy position.

The civilians that perform the purchasing and contracting functions are contract specialists with the operational code (OP Code) of 1102, purchasing agents with the OP Code of 1105 and Procurement Clerks with the OP Code of 1106. Additionally civilians fill the position of secretary in some of the larger regional offices such as Camp Pendleton. The civilian personnel have GS ratings from GS-04 to GS-12.

The enlisted Marines can perform all the same tasks as their civilian counterparts and are used extensively throughout the office according to their level of training. They are designated with the primary Military Occupational Specialty (MOS) of 3044, procurement Specialist. Their ranks range from Sergeant to Gunnery Sergeant in most cases.

Regional contracting offices are structured in two ways. The first is by commodity. This structure is more practically used by the larger regional contracting office with enough personnel to support it. In this type of structure each commodity section is fully staffed to do all contracting functions from cradle to grave on the contracts in their commodity. The second is by type of purchase. This structure is more conducive to smaller regional offices with fewer personnel. In this type of structure the sections are separated by the type of purchase. Small purchase, contracts

and credit card purchases are all separate sections.

## C. THE DUTIES OF THE USMC CONTRACTING OFFICER

The USMC military contracting officer is designated the secondary MOS of 9656. A secondary MOS is a secondary field of expertise received through education, training or experience assigned in addition to a primary MOS. Duties in a secondary MOS are directed by Headquarters Marine Corps to satisfy the special needs of the Corps and is not a Marines primary career field. The only means of designation as a 9656 for Marine Officers is through the Special Education Program[4] (SEP). [Ref.9:p.2] The Naval Postgraduate School in Monterey, California educates all the Marine Corps 9656 officers. It is the only source that Marine Corps utilizes to designate officers with the secondary MOS of 9656.

The duties of the 9656 Contracting Officer are spelled out in Marine Corps MOS Manual. Those duties are listed as follows:

(1) Provides planning, programming, budgeting and acquisition planning support to various Marine Corps appropriation sponsors; reviews acquisition plans, statements of work, performance work statements, economy act

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[4] SEP was established as a means of providing the Marine Corps with a sufficient number of qualified officers to fill billets that require postgraduate level education.

orders, specifications, requests for proposals, bids and contractor performance; awards and administers contracts.

(2) Supervises others in the conduct of Marine Corps contracting functions.

(3) Makes determinations and findings as well as determines obligations for the settlement of controversies and protest on Government contracts.

(4) Performs contingency contracting functions in support of the conduct of war, operations other than war, exercises and deployments. [Ref.10:p.1-62]

## D. THE DUTIES OF CIVILIAN P&C PERSONNEL

The civilian personnel in Regional contracting office provide the continuity and support that keeps the purchasing and contracting functions stable, not only when a new Marine contracting officer takes over every three years, but also when enlisted Marines rotate to another tour of duty. The civilian personnel perform various duties dependent upon their OP codes. Specifically the duties they will be required to do will be included as part of their official position description (PD). The PD states the overall duties, the specific tasks and requirements of the position and the required knowledge and training levels necessary for the position.

The following are the civilian positions that perform

the purchasing and contracting functions in a USMC regional contracting office followed by a description of their primary duties.

### 1. 1105 - Purchasing Agent

The 1105 works in the Small Purchase section of a regional contracting office. Purchasing agents perform procurements utilizing a variety of small purchase procedures. They are assigned purchases in all groups of commodities that do not exceed $25,000 and up to the maximum order limitation as specified in General Service Administration (GSA)/ Federal Supply Schedules (FSS) that can be procured by utilization of small purchase procedures. A purchasing agent performs a full range of purchasing duties from pre-award to close-out. The purpose of this position is to conduct, and administer, purchases necessary for the continuing operations of customers while ensuring that actions made are to the best advantage of the Government, price, delivery, and quality considered together with legality.[Ref.15]

### 2. 1106 - Procurement Clerk

The 1106 performs clerical or technical work in support of all the procurement functions and programs in a regional contracting office. The purpose of this position is to establish and maintain all data required to effect the

acquisition of supplies or services by the contracting offices. The procurement clerk provides information for required reports, an accurate history of all open purchase requisitions and provides management with reports of purchase/delivery orders. The procurement clerk also provides receiving activities with status of requisitions, delivery dates, returns, and cancellations.[Ref.16]

### 3. 1102 - Contracting Specialist

The 1102 performs all of the preaward contracting actions and insures the contracts are administered properly. Preaward functions include determining contract type, method of solicitation, sources to be solicited, developing solicitations, negotiating price, terms, and conditions of contract and preparing recommendations for awards and can even serve as the contracting officer within specified warrant modifications as necessary.[Ref.14]

## E. CIVILIAN P&C PERSONNEL MANAGEMENT

### 1. Civilian Vs. Military Management

Significant differences exist in the way military and civilian positions are managed. The military personnel system is described as a centrally managed and closed system. Persons are recruited with no prior experience and are generally brought in at entry-level position and advance through the ranks, whether in the enlisted pay grades or

that of an officer. The decision pertaining to assignment, promotion, rotation, and retention are centrally controlled at service headquarters. The military personnel management system operates totally under policies and guidance established by DoD, which helps ensure that military leaders have control over their personnel.

The civilian personnel system on the other hand, is often described as a more open, decentralized system. This system allows new hires to enter an organization at various levels, depending on each person's qualifications and experience. Although most civilians begin with their Government service at lower, entry-level pay grades, managers are not restricted to hiring them at those lower entry levels. Civilian employees are also subject to Federal civilian personnel regulatory framework that governs such issues as hiring procedures, working hours, overtime, and job retention rights.

Unlike their military counterparts, who are employed globally and can be transferred anywhere in the world, civilian employees are generally employed at the local installation level and transferred on their request. Career opportunities are generally identified at the local level. The major differences between military and civilian are summarized in Figure 2-3.

| Military | Civilian |
|---|---|
| Entry is generally at lowest level rank. | People can enter at any grade for which qualified. |
| Qualification based on prior training. | Qualification based on prior:<br>- education/training<br>-experience |
| Rank is in the person. | Rank is usually in the position. |
| Promotion decisions are centralized. | Promotion decisions are highly decentralized. |
| Career progression is orderly. | Career progression is varied, individual and unpredictable. |
| Pay within rank is independent of performance. | Pay within given grade is related to quality of performance. |
| Up or out | No up or out |
| On duty 24 hours. | Work on fixed schedule, usually 40 hours a week |
| Mobility is mandatory. | Mobility is mainly voluntary. |

**Figure 2-3 Military Vs. Civilian**

### 2. The Merit System

Civilian personnel management is based on the merit system. The merit system gets its beginning from the Pendleton Act of 1883. The merit principle that emerged was narrow in both scope and application. Merit was initially interpreted to mean no more than the necessity for competitive examinations to determine minimal competence for job performance. Its application was entirely based on the manner in which employees were selected for civil service. From its modest beginnings, the merit principle has expanded in scope and substance to the point that it now

represents the prevailing philosophy of civil service management. The merit system principles are the public's expectations of a system that is efficient, effective, fair, open to all, free from political interference, and staffed by competent and dedicated employees. [Ref.2:p.3-36]

Today's civilian personnel policies and procedures are consistent and support the nine guiding principles of the merit system as required by DoD Directive (DoDD) 1400.25-M and are stated as law in the Civil Service Reform Act (CSRA) of 1978, Title I. The merit principles are:

1. Recruit qualified individuals from all segments of society and select and advance employees on the basis of merit after fair and open competition.

2. Treat employees and applicants fairly and equitably, without regard to political affiliation, race, color, religion, national origin, sex, marital status, age, or handicapping condition.

3. Provide equal pay for equal work and reward excellent performance.

4. Maintain high standards of integrity, conduct, and concern for the public interest.

5. Manage employees efficiently and effectively.

6. Retain and separate employees from improper political influence.

7. Educate and train employees when it will result in better organizational or individual performance.

8. Protect employees from improper political influence.

9. Protect employees against reprisal for lawful disclosure of information in "whistleblower" situation (i.e., protecting people who report things like illegal and or wasteful activities.)

### 3. Regulations, Policies, and Procedures

DoD Directive 1400.25-M, titled "DoD Civilian Personnel Management System," establishes policy and assigns responsibilities for the management of civilian personnel of the DoD civilian workforce for all DoD agencies and components. It is DoD policy under DoD directive 1400.25 that:

1. DoD civilian personnel policies, procedures, and programs balance the legitimate needs of uniformity and flexibility.

2. To the maximum extent practicable, total force management should guide the design of civilian personnel policies. Civilian personnel policies should provide unified direction by the Secretary of Defense, meet requirement of unified commanders and develop a shared sense of mission and responsibility among civilian employees and military

personnel.

3. The principles of equal employment opportunity and workforce diversity shall be incorporated into the design and implementation of civilian personnel policies, procedures and programs at all organizational levels.

4. Consistent with workload and mission requirements, the need to create flexible work arrangements that allow employees to better balance their work and other (e.g., family) responsibilities that shall be incorporated into the design and implementation of civilian policies, procedures and programs at all levels.

5. DoD managers at all levels shall ensure that they satisfy any obligations to unions representing employees affected by changes to DoD policies, procedures, and programs. Changes that conflict with existing negotiated agreements may not be implemented until the agreement expires or is renewed.

**4. Labor Agreement Relations**

Title VII of the CSRA of 1978 establishes a system for government civilian employees to elect a labor union to serve as their bargaining agent and to represent them in matters related to working conditions. Once the employees have voted for a union as their representative, the union

becomes the exclusive representative of the employees in their dealings with agency management.[5] The CSRA requires supervisors to deal only with the union on conditions of employment. This means that negotiating or discussing personnel policies, practices or working conditions cannot be done directly with employees. Although the requirements of the union are not difficult to satisfy, each supervisor must be aware of the importance to follow and understand them. It is very important to know the requirements of the labor relations program to be an effective manager/supervisor.

The Marine Corps has established a master labor agreement (MLA) with the American Federation of Government Employees (AFGE). The AFGE is the exclusive representative of all employees in the two consolidated units[6] which is separated by professional and non-professional type of employees. The AFGE has delegated to the council of Marine Corps Locals the authority to act for and to negotiate agreements covering all employees in the above consolidated groups which includes most of the base activities

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[5] Specifically, individuals employed as supervisors, management officials, and confidential employees.

[6] A group of employees with common interest who are represented by a labor union in their dealing with agency.

throughout the Marine Corps. The MLA is the collective bargaining agreement executed between the Marine Corps and the council governing the personnel practices, policies, and working conditions of employees in their locality.

## F. CHAPTER SUMMARY

This chapter describes the external and internal organizational structure of a USMC regional contracting office. It provides an overview of civilian personnel positions within the regional contracting office and the duties which they are assigned. Also, the bases of the civilian management system and some key elements within that system is explained. The next chapter presents the data collected from the responses to the survey given to the Marine contracting officers and the civilian P&C personnel whom they supervise.

# III. DATA PRESENTATION AND SUMMARY OF RESULTS

## A. INTRODUCTION

This chapter presents the data collected from the survey responses provided by Marine military contracting officers and the civilian P&C personnel they supervise. The goal was to obtain factual data and opinions from USMC military contracting officers and the civilian personnel whom they supervise to ascertain how Marine contracting officers effectively manage civilian P&C personnel and, in effect, answer the research questions as they pertain to this study.

Surveys were distributed by E-mail to 90 civilian P&C personnel and eight military contracting officers heading the eight offices that were selected as sites for this study. Forty civilian P&C personnel responses were returned from the various regional contracting offices. This represents a return rate of 44.4 percent. All eight of the military contracting officers responded to the survey.

## B. SURVEY PLAN

There were two separate surveys sent out: one was developed for military contracting officers and the other for civilian P&C personnel. The survey was constructed to elicit information to assist in determining the major issues

of concern in the management of civilian P&C personnel by military contracting officers.

The issues were to be identified by assessing the military contracting officers attitudes about the adequacy of their training in civilian personnel management, their possession of cultural biases, the P&C civilian management environment and climate, and the knowledge of factors that motivate their civilian personnel. The civilian personnel survey assessed the same type of issues but from a civilian employee's perspective and addressed job satisfaction rather than training in civilian management. The questions of both surveys are available in full text in Appendices B and C.

Figure 3-1 and Figure 3-2 listed the survey questions for each target group according to their general research purpose and gives a brief explanation/justification for each question or group of questions.

Many of the questions provided the participants with a choice of responses such as "Strongly Disagree" to "Strongly Agree," in order to assess the response strength for each question. This chapter will tabulate and summarize the results of these surveys and Chapter IV will provide an analysis of the results and demonstrate how the answers can be applied to the effective management of civilian personnel.

| Questions | Military Contracting Officer<br>Purpose |
|---|---|
| 1-14 | General professional information and experience. |
| 15-20 | To assess the knowledge level of civilian personnel management and opinions on level of preparedness to handle civilian personnel management issues. |
| 21-23 | To assess the participant's attitude toward civilians. |
| 24 | Identifying problem areas in the management of civilian personnel. |
| 25 | Identifying what contracting officers believe are the most important things to understand to effectively manage civilian P&C personnel |
| 26, 44, 44a | Identifying the need for and the major function of military contracting officer. |
| 27(a-f) | To assess how helpful different sources of information and guidance was to military contracting officers and determine which were the most useful in the management of civilian P&C personnel. |
| 29 | Assessing what military contracting officers believe are the factors that motivate their civilian P&C personnel. |
| 30 | Identifying or assessing the need for civilian personnel management training. |
| 31-33 | Assessing whether existing training courses were attended and were considered beneficial. |
| 34-43 | Assessing the military versus civilian attitudes towards each other. |

**Figure 3-1**

| | Civilian P&C Personnel Survey |
|---|---|
| Question | Purpose |
| 1-11 | General professional information and experience. |
| 12-17 | To assess the participant's attitude toward military contracting officers abilities and level of training in civilian personnel management. |
| 18(a thru l) | Identifying what civilian P&C personnel believe are the most important things for a military contracting officer to understand to manage civilian P&C personnel effectively. |
| 19 | Identifying what civilian P&C personnel believe is the most important personnel issue that a military contracting officer be aware of. |
| 20-25 | Assessing the military vs. civilian issue |
| 26-30,31a,31b | Assessing the participants' attitudes towards military contracting officers. |
| 32 (a thru g) | Assessing how important different job related rewards are to civilian P&C personnel |
| 33 | Identifying what civilian personnel believe are the factors that motivate them the most to do their job. |

**Figure 3-2**

## C. USMC MILITARY CONTRACTING OFFICERS SURVEY RESULTS

### 1. Experience and Background

#### a. Summary of Questions 1-14

The rank of military contracting officers in the eight offices range from O-3 to O-5 and are between 30 to 40 years of age. The number of respondents, by rank, is illustrated in Table 1.

Table 1

| | O-3 | O-4 | O-5 |
|---|---|---|---|
| | 4 | 3 | 1 |
| Average Age | 32 | 38 | 40 |

All respondents were Naval Postgraduate School graduates with majors in the Acquisition and Contract Management 815 Curriculum. The survey revealed the average time in service to be 11 years. Total years spent as MOS 9656 contracting officers ranged from less than one year to going on three years. Total years in ones current billet was the same as total time as a contracting officer. A percentage breakdown of respondent by number of years for time on active duty, years of experience as 9656 contracting

officer and years in current billet is shown in Table 2.

Table 2

| Number Years | Active Duty | Contracting Experience | In Current Billet |
|---|---|---|---|
| less than 1 | 0 | 33.33% | 33.33% |
| 1 to 2 | 0 | 33.33% | 33.33% |
| 2 to 3 | 0 | 33.33% | 33.33% |
| 3 to 5 | 0 | 0 | 0 |
| 6 to 10 | 50% | 0 | 0 |
| 11 to 15 | 0 | 0 | 0 |
| greater than 15 | 50% | 0 | 0 |

Primary MOSs included three 6002 aviation supply officers, three 3002 supply officers, and two 402 logistic officers. The majority of the respondents (75%) had no previous experience working with civilian personnel before this tour, while the 25 percent of the respondents that did have experience, had worked with civilians in a very limited capacity. The average percentage of Marines to civilian personnel in the eight offices used in this study was 65 percent civilians and 35 percent Marines. In each of the contracting offices, on the average, 90.5 percent of the contracts awarded were below the simplified acquisition threshold (SAT) of $100,000. The breakdown of the number of

civilians and Marines for each contracting office is illustrated in Table 3.

Table 3

| | 1102 | 1105 | 1106 | # Marines | % Civilian | % Marines |
|---|---|---|---|---|---|---|
| Camp Pendleton | 11 | 13 | 2 | 6 | 81% | 19% |
| MCRD San Diego | 3 | 10 | 0 | 7 | 65% | 35% |
| Okinawa | 6 | 0 | 0 | 20 | 23% | 77% |
| MARFORRES | 3 | 2 | 2 | 5 | 58% | 42% |
| 29 Palms | 3 | 5 | 2 | 4 | 71% | 29% |
| Camp Lejeune | 7 | 9 | 2 | 5 | 78% | 22% |
| Parris Island | 4 | 3 | 3 | 5 | 67% | 33% |
| Kansas City | 3 | 5 | 2 | 3 | 77% | 23% |
| Total | 40 | 46 | 13 | 58 | 65% | 35% |

### 2. The P&C Civilian Management Environment

#### a. Summary of Questions 15-23.

The respondents were asked to indicate how strongly they felt about different statements based on the following scale:

1 = Strongly Disagree
2 = Disagree
3 = Neutral
4 = Agree
5 = Strongly Agree

Again, the responses were designed to assess the knowledge level of civilian personnel management possessed by the military contracting officers, their preparedness to handle civilian personnel management issues, and their attitudes towards the civilian P&C personnel whom they supervise.

The questions are in the form of statements and are listed individually. Following each question is a table showing the breakdown by percentages of the respondents answers. An average response was computed to get a consensus of the majority opinion of the respondents.

**Question 15:** I came to my present job with the appropriate knowledge to manage civilian personnel properly.

Average response to this question was 3.8 and the breakdown of the responses is shown in Table 4.

**Table 4**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 12.5% | 12.5% | 62.5% | 12.5% |

**Question 16:** I have encountered special concerns or issues in the management of civilian P&C personnel distinct from those experienced in managing military personnel.

Average response to this question was 4.6 and the breakdown of the responses is shown in Table 5.

**Table 5**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 0% | 37.5% | 62.5% |

**Question 17:** It helps to understand the rules, regulations, policies, and rights of civilian personnel to effectively manage civilian P&C personnel.

Average response to this question was 4.9 and the breakdown of the responses is shown in Table 6.

**Table 6**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 0% | 12.5% | 87.5% |

**Question 18:** Managing civilian P&C personnel is no different than managing military P&C personnel.

Average response to this question was 1.3 and the breakdown of the responses is shown in Table 7.

**Table 7**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 75% | 25% | 0% | 0% | 0% |

**Question 19:** The effective management of civilian P&C personnel is very important to the success of a Marine Corps contracting office.

Average response to this question was 4.1 and the breakdown of the responses is shown in Table 8.

**Table 8**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 25% | 37.5% | 37.5% |

**Question 20:** My military training and education prepared me to deal effectively with issues unique to the management of civilian personnel.

Average response to this question was 3.1 and the breakdown of the responses is shown in Table 9.

**Table 9**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 12.5% | 12.5% | 37.5% | 25% | 12.5% |

**Question 21:** Prior to my assignment as a contracting officer, my perception of the attitudes and work ethics of civilian DoD employees was generally negative.

Average response to this question was 3.0 and the breakdown of the responses is shown in Table 10.

**Table 10**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 12.5% | 25% | 25% | 25% | 12.5% |

**Question 22:** Most Marines prefer to deal with other Marines rather than civilians when requiring

contracting support.

Average response to this question was 3.9 and the breakdown of the responses is shown in Table 11.

**Table 11**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 25% | 62.5% | 12.5% |

**Question 23:** After working with civilian DoD employees in a contracting office my perception of their attitudes and work ethics is positive.

Average response to this question was 3.1 and the breakdown of the responses is shown in Table 12.

**Table 12**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 12.5% | 37.5% | 12.5% | 0% | 37.5% |

**b. Summary of Question 24**

**Question 24:** Please identify what has been your main problem in the management of civilian P&C personnel.

There were basically two types of responses to this question. The first type of responses expressed that there were basically no major problems. As one respondent put it best:

> I have been extremely lucky in dealing with or managing my civilian employees. I attribute that to the fact that I don't attempt to treat them like Marines, but like civilians. Most are motivated by an entirely different set of principles than your average E-5/6 and once one realizes that, leadership is much easier.

The second type of responses expressed there were major problems. The comments identified three general areas in which there were major problems. Those problems identified were how downsizing caused work requirements not to be aligned with the staffing levels for civilian personnel, the differences in getting training for civilian personnel and getting the civilian personnel to comply to changes. One respondent stated:

> The main problem regarding this contracting officer's management of his civilian workforce is lack of information regarding the downsizing of the DoD acquisition workforce, in particular the 1105 series due to the expanded and now mandated use of the IMPAC card. This lack of information creates frustration, which in turn potentially could effect morale.

### c. Summary of Question 25

**Question 25:** From the following list, indicate which five factors you believe are the most important to know or understand in the effective management of your civilian P&C personnel.

The respondents were asked to choose from a list

"a thru l." The respondents were also given the opportunity to write in their responses if they felt there were factors that was more important than those listed from which to choose. The respondents were asked to rank their choices one to five in order of importance, with one being the most important. Only five choices identified from the list "a thru l" were to be ranked by each respondent.

In order to determine the top five choices identified by the respondents, the researcher computed weighted totals for each choice based on rankings provided by the respondents. Each choice was given a weighted factor depending on how it was ranked. The weighted factor for each rank was as follows:

| Ranking of choices | Weighted Factor |
|---|---|
| 1st | 5 |
| 2nd | 4 |
| 3rd | 3 |
| 4th | 2 |
| 5th | 1 |

Each choice was calculated according to its ranking over all the respondents. The total of each choice was then multiplied by its weighted factor for that ranking. Once this was done for each rank all weighted totals were added for each choice, "a thru l." Each choice was then ranked

one to five in order of highest score. This calculation is depicted in short form in Table 13.

**Table 13**

| Choices picked | 1st | 2nd | 3rd | 4th | 5th |
|---|---|---|---|---|---|
| respondent 1 | a | c | f | e | b |
| respondent 2 | d | f | a | b | c |
| respondent 3 | a | d | f | e | c |
| | | | | | |
| Total picked =TP | 1st | 2nd | 3rd | 4th | 5th |
| a | 2 | 0 | 1 | 0 | 0 |
| b | 0 | 0 | 0 | 1 | 1 |
| c | 0 | 1 | 0 | 0 | 2 |
| d | 1 | 1 | 0 | 0 | 0 |
| e | 0 | 0 | 0 | 2 | 0 |
| f | 0 | 1 | 2 | 0 | 0 |
| | | | | | |

| Weighted Total TP* WF | WF=5 1st | WF=4 2nd | WF=3 3rd | WF=2 4th | WF=1 5th | Total Wtd Sum | Rank |
|---|---|---|---|---|---|---|---|
| a | 10 | 0 | 3 | 0 | 0 | 13 | 1 |
| b | 0 | 0 | 0 | 2 | 1 | 3 | |
| c | 0 | 4 | 0 | 0 | 2 | 6 | 4 |
| d | 5 | 4 | 0 | 0 | 0 | 9 | 3 |
| e | 0 | 0 | 0 | 4 | 0 | 4 | 5 |
| f | 0 | 4 | 6 | 0 | 0 | 10 | 2 |

The respondents ranked these five choices in order of importance as the overall most important factors to know or understand in the management of civilian P&C personnel.

1. (b) Establishing Esprit De Corps.

2. (k) Duties and responsibilities of your civilian employees.

3. (h) The rules, regulations, and policies concerning the management of civilian personnel.

4. (a) How to motivate.

5. (j) What training is needed to promote employee growth and development.

### d. Summary of Question 26

Question 26: What do you perceive as your major function as a Marine regional contracting officer?

The respondents answers identified two major functions of Marine regional contracting officers. The first function was to ensure that the military's needs were being met by being the military voice and watchful eye in making contracting decisions. The second function was to translate the requirements of the Marine customer so that the civilian P&C personnel understand the of urgency in which it is needed. The following responses best represented the answers that were provided for this question.

- The Marine's role is to be the liaison between the civilian workers and their military customer. Explain and translate the important information so that the civilian personnel understands the urgency of need.
- Put out fires, make the final decisions on issues outside of the ordinary, and to massage the egos of my civilian employees to ensure that they remain productive. It has been my experience that within the civil service exists a large number of people who do as little work as they can get away with doing and pass the buck for short falls.

- As I sit on the CG's staff, my mission is to serve as a "fireman" putting out contracting related "helmet fires." I spend a great deal of time coordinating the requirements of external activities and the efforts of this office. While most of this could be done by my civilian deputy, many of the senior military have little confidence in civilians and thus think that only someone with USMC at the end of the name can do the job correctly and efficiently. Of course this isn't true, and despite my efforts to educate them, many of these folks are simply reluctant to believe that civilians are doing anything other than collecting a paycheck.

e. **Summary of Question 27-28**

**Question 27:** Indicate how helpful you feel each of the following was as a source of information and guidance to manage your civilian P&C personnel.

The respondents were asked to give their opinions based on the scale below:

1 = Not Helpful
2 = Slightly Helpful
3 = Helpful
4 = Very Helpful
NA = Not Applicable if they did not use.

The respondents were asked to give their opinions on choices "a thru f". Each choice will be listed in this section followed by a table of the breakdown of how helpful the respondents felt the source was to them. The last table, Table 20, in this section will compare the average response of each source to determine how helpful the respondents felt each source was in relationship to each other.

a. Human Resource Office (HRO).

Average response to this source was 2.625 and the breakdown of the responses is shown in Table 14.

**Table 14**

| NA | Not Helpful | Slightly Helpful | Helpful | Very Helpful |
|---|---|---|---|---|
| 0% | 12.5% | 37.5% | 25.0% | 25.0% |

b. The Regulations & Policies for Civilian Personnel in the Master Labor Agreement (MLA).

Average response for this source was 3 and the breakdown of the responses is shown in Table 15.

**Table 15**

| NA | Not Helpful | Slightly Helpful | Helpful | Very Helpful |
|---|---|---|---|---|
| 0% | 12.5% | 37.5% | 25.0% | 25.0% |

c. Civilian Personnel Supervisors Handbook.

Average response for this source was 2.7 and the breakdown of the responses is shown in Table 16.

**Table 16**

| NA | Not Helpful | Slightly Helpful | Helpful | Very Helpful |
|---|---|---|---|---|
| 0% | 12.5% | 37.5% | 25.0% | 25.0% |

d. Civilian Personnel Management/Supervisor Training

Courses.

Average response for this source was 3.25 and the breakdown of the responses is shown in Table 17.

**Table 17**

| NA | Not Helpful | Slightly Helpful | Helpful | Very Helpful |
|---|---|---|---|---|
| 0% | 12.5% | 37.5% | 25.0% | 25.0% |

e. Deputy Director.

Average response for this source was 3.8 and the breakdown of the responses is shown in Table 18.

**Table 18**

| NA | Not Helpful | Slightly Helpful | Helpful | Very Helpful |
|---|---|---|---|---|
| 0% | 12.5% | 37.5% | 25.0% | 25.0% |

f. On the Job Experience.

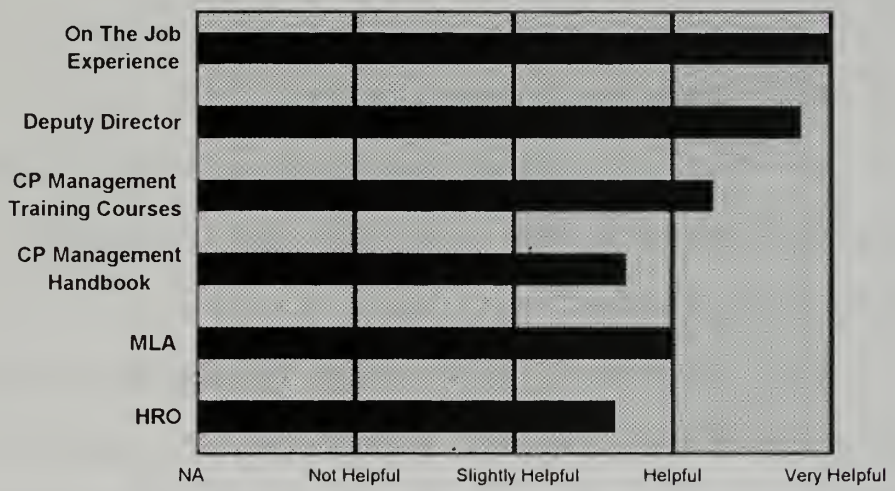
Average response for this source was 2.7 and the breakdown of the responses is shown in Table 19.

**Table 19**

| NA | Not Helpful | Slightly Helpful | Helpful | Very Helpful |
|---|---|---|---|---|
| 0% | 12.5% | 37.5% | 25.0% | 25.0% |

Table 20

| Source of Guidance | Average Response |
|---|---|
| HRO | 2.625 |
| MLA | 3 |
| CP Supervisor's Management Handbook | 2.7 |
| CP Management Training Courses | 3.25 |
| Deputy Director | 3.8 |
| On The Job Experience | 4 |




**Question 28:** What is the most useful source of guidance that they utilized.

This question is a follow-up to question 27 and assesses what type of sources military contracting officers refer to the most in managing their civilian P&C personnel. The responses identified three sources: the deputy director,

HRO, and the master labor agreement. As one respondent put it:

> My deputy has been an invaluable source of help in this area. That coupled, with some previous limited experience with civilians, has enabled me to manage my civilians.

The breakdown of the responses is shown in Table 21.

**Table 21**

| The Deputy Director | Human Resource Office | Master Labor Agreement |
|---|---|---|
| 62.5% | 25.0% | 12.5% |

**f. Summary of Question 29:**

Question 29: From the list, indicate which five factors you think motivate your civilian P&C personnel the most to do their jobs.

The respondents were asked to choose from a list "a thru l." For the complete list refer to appendix B. The respondents were asked to rank their choices one to five in order of importance with one being the highest. Only five answers identified from the list a-l were to be ranked by each respondent. Using the same weighted total method that was used in question 25.

The respondents ranked these five choices in order of importance as the overall factors that motivate their

civilian P&C personnel the most to do their jobs.

1. (a) Pay and benefits
2. (i) The feeling of being part of a team.
3. (h) Opportunity to work independently.
4. (k) Being rewarded for good performance.
5. (f) The challenge.

### 3. Training in Civilian Personnel Management

#### a. Summary of Questions 30-33.

Questions 30-33 assessed the need for training in civilian personnel management by military contracting officers, the availability of the training, attending training courses and the usefulness of training. Following each question is a table showing the breakdown by percentages of the respondents answers.

**Question 30:** There is a need for civilian management supervisor training for Marine regional contracting officers?

The question asked for a yes/no response. The breakdown of how the respondents answered is shown in Table 22.

Table 22

| Yes | NO |
|---|---|
| 7 | 1 |
| 87.5 | 12.5 |

**Question 31:** Are there civilian management or supervisors training courses available to you?

The question asked for a yes/no response. The breakdown of the respondents' answers is shown in Table 23.

Table 23

| Yes | NO |
|---|---|
| 8 | 0 |
| 100% | 0% |

**Question 32.** Have you attended any civilian management/supervisor training courses?

The question asked for a yes/no response. The breakdown of how the respondents answered is shown in Table 24.

Table 24

| Yes | NO |
|---|---|
| 7 | 1 |
| 87.5% | 12.5% |

**Question 32a:** How satisfied were you with the benefits of this training in helping you be a more effective manager of your civilian P&C personnel?

The respondents were required to answer this question if they answered yes to question 32. They were given the following choices in responding to this question:

1 = Very Dissatisfied
2 = Dissatisfied
3 = Neutral
4 = Satisfied

5 = Very Satisfied

Following this question is a table showing the breakdown by percentages of the respondents' answers. An average response was computed to get a consensus of how the majority of the respondents felt concerning this question.

Average response for this source was 3.71 and the breakdown of the responses is shown in Table 25.

**Table 25**

| Very Dissatisfied | Dissatisfied | Neutral | Satisfied | Very Satisfied |
|---|---|---|---|---|
| 0% | 0% | 28.5% | 71.5% | 0% |

**Question 33:** How would you compare the benefits of civilian management training with what you have learned through on the job experience?

The respondents were given the following choices in responding to this question:

1 = Training is less beneficial
2 = Training is equally beneficial
3 = Training is more beneficial

One hundred percent of the respondent felt that training was equally beneficial with what was learned through experience on the job.

### 4. The Military Vs. Civilian Issue

#### a. Summary of Questions 34-43.

Questions 34-43 assessed the military versus civilian attitude of military contracting officers. The respondents were asked to indicate how strongly they felt about certain opinion oriented statements concerning civilian and military relationships. The respondents were given the following choices when responding to these statements:

1 = Strongly Disagree
2 = Disagree
3 = Neutral
4 = Agree
5 = Strongly Agree

The questions in the form of statements are individually listed in this section. Following each statement is a table showing the breakdown by percentages of the responses. An average response was computed to get a consensus of the majority opinion of the respondents.

**Question 34:** It would seem that it is just a lot easier to get things done through Marines.

Average response to this question was 4.25 and the breakdown of the responses is shown in Table 26.

Table 26

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 12.5% | 0% | 27.5% | 60.0% |

**Question 35:** It is a lot easier to communicate to my Marines than civilian personnel.

Average response to this question was 3.0 and the breakdown of the responses is shown in Table 27.

Table 27

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 25.0% | 50% | 25.0% | 0% |

**Question 36:** There are some walls between military and civilian personnel that will never be torn down.

Average response to this question was 3.4 and the breakdown of the responses is shown in Table 28.

Table 28

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 12.5% | 0% | 37.5% | 37.5% | 12.5% |

**Question 37:** There are some things I would prefer my Marines to do instead of my civilian employees.

Average response to this question was 2.75 and the breakdown of the responses is shown in Table 29.

**Table 29**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 12.5% | 25.0% | 50.0% | 0% | 12.5% |

**Question 38:** I treat the civilian employees no differently than the Marines in the office.

Average response to this question was 2.87 and the breakdown of the responses is shown in Table 30.

**Table 30**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 37.5% | 37.5% | 25.0% | 0% |

**Question 39:** Sometimes my civilian employees do not do things with the same sense of urgency that I get from Marines.

Average response to this question was 4.1 and the breakdown of the responses is shown in Table 31.

Table 31

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 25.0% | 37.5% | 37.5% |

**Question 40:** I feel like I have to prove myself more with the civilian personnel than with the Marines in the office.

Average response to this question was 2.0 and the breakdown of the responses is shown in Table 32.

Table 32

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 25.0% | 50.0% | 25.0% | 0% | 0% |

**Question 41:** It is really very hard to make any kind of changes in an environment where most of the employees are civilian and don't respond to authority like Marines do.

Average response to this question was 3.1 and the breakdown of the responses is shown in Table 33.

Table 33

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 12.5% | 12.5% | 37.5% | 25.0% | 12.5% |

**Question 42:** It is my duty as a Marine contracting officer to insure that the customers needs are being met.

Average response to this question was 4.75 and the breakdown of the responses is shown in Table 34.

**Table 34**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 0% | 25.0% | 75.0% |

**Question 43:** I really don't think as a military regional contracting officer I can have that much of an impact on my civilian personnel.

Average response to this question was 1.25 and the breakdown of the responses is shown in Table 35.

**Table 35**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 75.0% | 25.0% | 0% | 0% | 0% |

**b. Summary of Questions 44-44a.**

**Question 44:** Do you believe there is a need for a military contracting officer in a regional contracting office?

The question asked for a yes/no response. The breakdown of how the respondents answered is shown in Table 36.

Table 36

| Yes | NO |
|---|---|
| 7 | 1 |
| 87.5 | 12.5 |

Question 44a: Please explain why you responded yes or no.

This question is in response to question 44. There was only one respondent that said no. The respondent explained the reason for saying no by stating:

> Most of our purchases fall under the simplified acquisition threshold. I rarely use my contracting skills and I have a deputy that also has an unlimited warrant.

The remainder of the respondents said yes. The explanations that accompanied the yes responses varied; however, the idea that civilians do not understand the mission needs of Marines and those needs must be translated and directed by a military member were recurring themes throughout. There were three comments worth noting:

- There are still many Marines around that have little faith in civilians. These are primary senior folks (i.e. O-5/E-7 and above) and having a military KO allows these folks to have a sense of security and feel that their particular need will be fulfilled. While this is baseless in the vast majority of instances, I find that being in the office quite often lets me smooth out problems that arise.

- In the military there are unique circumstance that you can never fully understand if you have never been in the military. Having experienced the military one gains a sense as to why things are done the way they are and why Marines comes across the way they do. You learn unselfishness and are more concerned about mission accomplishment than ones own comfort or self. As a civilian you lose sight of this real fast even if you are a former Marine.

- I believe it is necessary because the civilians do not have the scope of contracting which the military brings in. They only learn one way of doing things. More often than not they use the FAR and regulations to say no, when there is a perfectly legal way to do the procurement. In addition, the civilians have a tendency to think that the customers are suppose to know all the regulations that the contracting people do. If this was the case you would not need contracting personnel. Civilians don't realize this.

## D. CIVILIAN P&C PERSONNEL SURVEY RESULTS

### 1. Experience and Background

#### a. Summary of Questions 1-11

The rates of the civilian P&C personnel in the eight offices range from GS-04 to GM-13 and their ages ranged between 34 to 60 years old. The average age of those surveyed was 49 years old. The number of respondents, by rates, is illustrated in Table 37.

Table 37

| | GM-13 | GS-12 | GS-11 | GS-9 | GS-7 | GS-6 | GS-5 |
|---|---|---|---|---|---|---|---|
| | 1 | 10 | 10 | 4 | 3 | 8 | 4 |
| | 2% | 25% | 25% | 10% | 8% | 20% | 10% |
| Ave Age | 51 | 46 | 52 | 60 | 34 | 45 | 49 |

The levels of education varied among the respondents and is illustrated in Table 38.

Table 38

| High School | Some College | College Graduate | Some Postgraduate | Postgraduate |
|---|---|---|---|---|
| 5% | 65% | 15% | 15% | 0% |

The survey revealed the average time in civil service to be 13 years. Total years spent in the purchasing and contracting fields ranged from three to 15 years, with 32 of the respondents having greater than 15 years purchasing and contracting experience. For the majority of the respondent total years with the Marine Corps was the equal to total year of purchasing and contracting experience. The survey showed eighty-five percent of the respondents had been in their current positions for more than 3 years and 25 percent had been in their current positions for more than 15 years. A percentage breakdown of respondents by total years with Marine Corps, total years

purchasing and contracting experience, and total years in current position is shown in Table 39.

Table 39

| Number Years | Work with Marine Corps | Purchasing and Contracting Experience | In Current Position |
|---|---|---|---|
| less than 1 | 5% | 5% | 10% |
| 1 to 2 | 10% | 0% | 5% |
| 3 to 5 | 20% | 5% | 40% |
| 6 to 10 | 5% | 10% | 10% |
| 11 to 15 | 0% | 5% | 10% |
| greater than 15 | 60% | 70% | 25% |

The positions represented were 1105 - purchasing agents, 1106 - procurement clerks, and 1102 - contract specialist. The majority of the respondents (85%) had worked for civilian contracting officers before, while only 15 percent of the respondents had never worked for a civilian contracting officer. The percentage and number of respondents by position is shown in Table 40.

Table 40

| 1105 | 1106 | 1102 |
|---|---|---|
| 30% | 33% | 37% |
| 12 | 13 | 15 |

## 2. The P&C Civilian Management Environment

### a. Summary of Questions 12-17.

The respondents were asked to indicate how strongly they felt about different statements based on the following scale:

1 = Strongly Disagree
2 = Disagree
3 = Neutral
4 = Agree
5 = Strongly Agree

The statements were designed to assess the respondent's attitude toward military contracting officers abilities and level of training in civilian personnel.

Each statement is listed individually. Following each question is a table showing the breakdown by percentages of the respondents answers. An average response was computed to get a consensus of the majority opinion of the respondents.

**Question 12:** Marine military contracting officers come to the job with the appropriate knowledge to be effective managers of a contracting office.

Average response to this question was 3.3 and the breakdown of the responses is shown in Table 41.

**Table 41**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 30% | 30% | 20% | 20% |

**Question 13:** It is necessary for Marine military contracting officers to understand the rules, regulations, policies, and rights of civilian personnel to be an effective manager.

Average response to this question was 4.4 and the breakdown of the responses is shown in Table 42.

**Table 42**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 0% | 10% | 40% | 50% |

**Question 14:** Military contracting officers are no different than civilian contracting officers.

Average response to this question was 3.5 and the breakdown of the responses is shown in Table 43.

**Table 43**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 20% | 35% | 20% | 25% |

**Question 15:** The policy and direction set by the new contracting officer is very important to the success of a Marine Corps contracting office.

Average response to this question was 4.1 and the breakdown of the responses is shown in Table 44.

**Table 44**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 5% | 25% | 20% | 50% |

**Question 16:** Most military contracting officers are adequately trained to handle civilian personnel issues prior to arriving to a contracting billet.

Average response to this question was 2.5 and the breakdown of the responses is shown in Table 45.

**Table 45**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 15% | 35% | 35% | 15% | 0% |

**Question 17:** It would seem that Marines prefer to deal with other Marines rather than civilians.

Average response to this question was 3.45 and the breakdown of the responses is shown in Table 46.

**Table 46**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 20% | 35% | 25% | 20% |

b. **Summary of Question 18-19.**

**Question 18:** From the following list, indicate what you believe are most important for a contracting officers to know or do to establish a good working environment for civilian P&C personnel.

The respondents were asked to choose from a list "a thru l." The respondents were asked to rank their choices one to five in order of importance, with one being the most important. Only five choices identified from the list "a thru l" were to be ranked by each respondent. Using the same weighted total method that was used in the summary of question 25 as shown in the Military Contracting Officer Survey Results section previously.

The respondents ranked these five choices in order of importance as the overall five most importance things for contracting officer to know or do.

1. b. Creating an atmosphere of equality, teamwork, and camaraderie between civilians and Marines.

2. k. Understanding the duties of and responsibilities of the purchasing and contracting specialists.

3. a. Getting to know all the employees on an equal basis.
4. h. The rules, regulations, and policies concerning the management of civilian employees.

5. j. What training is needed to promote employee growth and development.

**Question 19:** What do you believe is the most important personnel issue for a new incoming contracting officer to know.

The respondents identified two major issues in answering this question. The first was the need to insure all personnel are receiving the proper training. The second was for military contracting officer to understand the rules that govern civilian personnel and apply them. One respondent stated:

> There are different rules which govern civilian (vice military) personnel that a military contracting officer must become familiar with and take into consideration in making decisions.

### 3. The Military Vs. Civilian Issue

#### a. Summary of Questions 20-30.

Questions 20-25 assessed the military versus civilian attitude of civilian P&C personnel. The respondents were asked to indicate how strongly they felt about certain opinion oriented statements concerning civilian and military relationships. The respondents were given the following choices when responding to these statements:

1 = Strongly Disagree
2 = Disagree
3 = Neutral
4 = Agree
5 = Strongly Agree

The questions in the form of statements are individually listed in this section. Following each statement is a table showing the breakdown by percentages of the responses. An average response was computed to get a consensus of the majority opinion of the respondents.

**Question 20:** It would seem that the contracting officer has a better rapport with the military employees.

Average response to this question was 2.65 and the breakdown of the responses is shown in Table 47.

**Table 47**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 5% | 50% | 25% | 15% | 5% |

**Question 21:** At times the contracting officer forgets that I'm not in the military and places unrealistic demands on me.

Average response to this question was 2.2 and the breakdown of the responses is shown in Table 48.

**Table 48**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 10% | 70% | 15% | 0% | 5% |

**Question 22:** There are some walls between military and civilian personnel that will never be torn

down.

Average response to this question was 3.3 and the breakdown of the responses is shown in Table 49.

**Table 49**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 0% | 25% | 25% | 45% | 5% |

**Question 23:** The contracting officer doesn't seem to know me as well as he knows the Marines in the office.

Average response to this question was 2.4 and the breakdown of the responses is shown in Table 50.

**Table 50**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 5% | 65% | 20% | 5% | 5% |

**Question 24:** The Marines in the office receive preferential treatment over civilian employees.

Average response to this question was 2.35 and the breakdown of the responses is shown in Table 51.

**Table 51**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 10% | 60% | 20% | 5% | 5% |

**Question 25:** The contracting officer treats civilians differently than the Marines in the office.

Average response to this question was 2.7 and the breakdown of the responses is shown in Table 52.

**Table 52**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 5% | 50% | 20% | 20% | 5% |

**Question 26:** The contracting officer is not in the position long enough to really learn the job.

Average response to this question was 3.3 and the breakdown of the responses is shown in Table 53.

**Table 53**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 10% | 10% | 30% | 40% | 10% |

**Question 27:** The contracting office would run more smoothly if the contracting officer was civilian.

Average response to this question was 3.3 and the breakdown of the responses is shown in Table 54.

**Table 54**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 15% | 10% | 25% | 30% | 20% |

**Question 28:** The rotation of a new contracting officer every three years has a negative effect in the work place.

Average response to this question was 3.3 and the breakdown of the responses is shown in Table 55.

**Table 55**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 10% | 25% | 10% | 35% | 20% |

**Question 29:** The contracting officer makes changes prior to understanding or even learning how things operate.

Average response to this question was 2.55 and the breakdown of the responses is shown in Table 56.

**Table 56**

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 10% | 45% | 30% | 10% | 5% |

**Question 30:** Too often the contracting officer takes the side of the customer.

Average response to this question was 2.5 and the breakdown of the responses is shown in Table 57.

Table 57

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 5% | 55% | 30% | 5% | 5% |

**Question 31:** Do you believe there is a need for a military contracting officer in a regional contracting office?

The question asked for a yes/no response. The breakdown of how the respondents answered is shown in Table 58.

Table 58

| Yes | NO |
|---|---|
| 32 | 8 |
| 80% | 20% |

**Question 31a:** Please explain why you responded yes or no.

This question is in response to question 31. There were eight respondents that answered no to this question. The reasons most often received were that contracting was an inherent civilian function and the lack of experience of contracting officers. The were three comments that best represented the respondents in this group:

- Regional contracting is a non-military function. It is a waste of military manpower to have the military work in this office. Contracting involves acquisition of civilian products and services. Military functions are performed by the military. In "contracting out" a function, the military is labeling that function to be a non-military function. Even the so-called "contingency contracting" is a civilian function.
- Contracting would remain on a more constant plane to support our customers vice changes every 2 to 3 years when we receive a new military contracting officer that does not have experience.
- A military contracting officer is only needed for contingency contracting. The contracting office itself can be managed effectively by a civilian. This also offers continuity in the office and an avenue for continually improving the process. For the support of contracting office and the personnel assigned, the Marine Corps will be better served by individuals that have a vested interest in this as a career field.

The majority of the respondents said yes. The idea that Marine contracting officers understand the customer and provide a very necessary military presence were the recurring themes throughout. The following comments represented this group of responses best:

- If the regional contracting office was a training ground for FMF contracting officers, possibly as the Deputy then yes I feel they are needed. I also feel that the military within the contracting offices need a military presence to remind them that they are Marines first and contract specialist second. The military matters within the office are better handled by a military officer.

- Continuity with commanders, assigned Marines, and the ability to deploy.
- Military officers are better able to supervise other military subordinates.
- I feel it is important to have a military contracting officer for liaison between the military heads of other departments on the base and the Commanding General.

4. Job Satisfaction

a. Summary of Question 32-33.

Question 32: Indicate how important each of the job-related rewards listed below are to you.

The respondents were given the following choices in responding to this question:

1 = Not Important
2 = Important
3 = Very Important

The respondents were given a list of job-related rewards numbered "a thru g." Each job-related reward will be listed in this section followed by a table of the breakdown of how important the respondents felt it was to them. Table 65 has the average response for each job-related reward and Figure 3-3 is a graph of representing this table to show how important the respondents felt each job-related reward was in relationship to each other.

a. Verbal Recognition

Table 59

| Not Important | Important | Very Important |
|---|---|---|
| 15% | 55% | 30% |

b. Formal Recognition

Table 60

| Not Important | Important | Very Important |
|---|---|---|
| 20% | 45% | 35% |

c. Monetary bonuses

Table 61

| Not Important | Important | Very Important |
|---|---|---|
| 30% | 45% | 25% |

d. Opportunity for choice assignments

Table 62

| Not Important | Important | Very Important |
|---|---|---|
| 10% | 40% | 50% |

e. Promotions

Table 63

| Not Important | Important | Very Important |
|---|---|---|
| 15% | 35% | 50% |

f. Opportunities to work independently

Table 64

| Not Important | Important | Very Important |
|---|---|---|
| 25% | 35% | 40% |

g. Training opportunities

Table 65

| Not Important | Important | Very Important |
|---|---|---|
| 25% | 35% | 40% |

Table 66

| JOB-RELATED REWARD | AVERAGE RESPONSE |
|---|---|
| Verbal Recognition | 2.15 |
| Formal Recognition | 2.15 |
| Monetary Bonuses | 1.95 |
| Opportunity for choice assignments | 2.4 |
| Promotions | 2.35 |
| Opportunities to work independently | 2.15 |
| Training Opportunities | 2.45 |

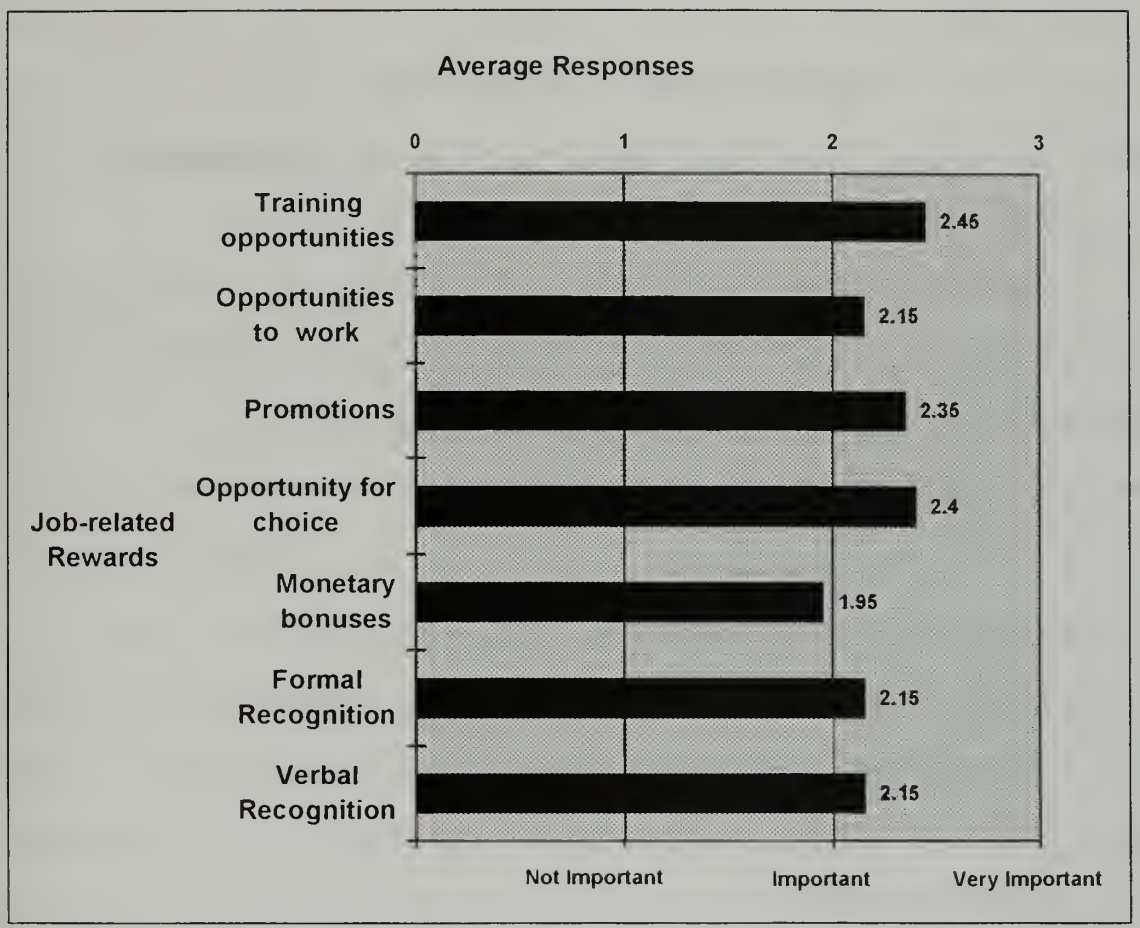



Figure 3-3

**Question 33:** From the list, indicate which five factors you think motivate you the most to do your job.

The respondents were asked to choose from a list "a thru l." For the complete list refer to appendix C. The respondents were asked to rank their choices one to five in order of importance with one being the highest. Only five answers identified from the list "a thru l" were to be ranked by each respondent. Using the same weighted total

method that was used in question 25 in the Military Contracting Officer Survey Results section to figure out what were the five most important factors overall for all respondents.

The respondents ranked these five choices in order of importance as the overall factors that motivate their civilian P&C personnel the most to do their jobs.

1. (a) Pay and benefits
2. (f) The challenge
3. (b) Training/education opportunities.
4. (k) Being rewarded for good performance.
5. (h) Opportunity to work independently

## E. CHAPTER SUMMARY

This chapter presented the data collected from the responses to the two surveys given to Marine contracting officers and civilian P&C personnel with regional contracting offices. The data was presented with brief explanation of its purpose, the results, and how it was obtained. The next chapter will analyze the results that were presented.

# IV. ANALYSIS OF SURVEY RESULTS

## A. INTRODUCTION

There were four areas that had to be assessed in identifying how effectively Marine military contracting officers manage their civilian P&C personnel. Three of the four areas were; **1) Experience and Background, 2) The P&C Civilian Management Environment, and 3) The Military Verses Civilian Issue.**

The fourth area was different for the military contracting officers and civilian personnel. In the fourth area, **Training in Civilian Personnel Management** was assessed for military contracting officers and **Job Satisfaction** was the fourth area assessed for the civilian personnel. The surveys solicited responses in which the researcher could analyze the opinions of military contracting officers and the civilians P&C personnel whom they supervise from the two different perspectives in these four areas. Identifying the issues in the four areas named above and drawing some comparisons between the two survey target groups will bring about an understanding of what is important to the effective management of civilian P&C personnel. This will be the major effort of this analysis.

## B. EXPERIENCE AND BACKGROUND

An analysis of the survey responses indicate that it will be important for a new Marine contracting officers to understand that the civilian personnel who work for them will be very experienced in purchasing and contracting functions. They will be considered specialist in their particular contracting area and could possibly have been in their current position for over 15 years. In fact, 25 percent of the respondents had been working in their current position for greater than 15 years. Eighty-five percent had been working in their current positions for more than three years which is the maximum amount most Marine contracting officer will spend in the acquisition field in their entire Marine Corps career. It was interesting to note that 70 percent of the respondents had greater than 15 years purchasing and contracting experience. It was also interesting to note that the majority of the respondents had spent most of their employment time in purchasing and contracting careers with the Marine Corps, 60 percent greater than 15 years.

In education, Marine contracting officers have far more academic education. As a Marine contracting officer, one is required to obtain postgraduate level education in contracting and acquisition. Accordingly, each Marine

contracting officer receives a Masters of Science in Management degree from the Naval Postgraduate School in the Acquisition and Contract Management 815 Curriculum. This surpasses the educational requirements for any of the civilian positions in a regional contracting office. Only 15 percent of all the respondents had bachelors degrees. In other words, 85 percent of the respondents had only received their high school diplomas.

The average age of the civilian P&C personnel who were surveyed was 49.1. In comparison the Marine contracting officer respondents average age was 36. Although only 44 percent of the civilian P&C personnel target population responded to the survey this age variance would stand to hold true throughout the Marine regional contracting offices. This is mainly due to two reasons. Civilian personnel, tend to stay in place due to the lack of other federal contract positions in the area and their desire to remain in the same geographic area. Twenty-five percent of the respondents had been working in their current positions for over 15 years. The second reason is that as a result of downsizing due to reduction in force (RIF) initiatives, many civilian personnel have been hired based on priority placement. Priority placement provides for those civilians who have been displaced, due to RIFs, to be placed on

priority hiring list for Government positions for which they meet the qualifications. This in effect allows those with seniority that have been displaced to be placed back in Government position as they become available ahead of other younger or less experienced applicants.

In general, in the area of experience and background, Marine contracting officers are much younger and far less experienced than their civilian subordinates. They are better educated and have a broader exposure to the Marine Corps through non-contracting assignments. However, the civilian P&C personnel are more geographically stable, remaining in their jobs longer.

## C. THE P&C CIVILIAN MANAGEMENT ENVIRONMENT

It is important in the analysis of the environment in which Marine contracting officers must operate that particular attention be paid to the requirements necessary in understanding what is needed in civilian personnel management. Identifying the issues is key to this analysis. To accomplished this it is essential that those areas having the highest and lowest levels of agreement or disagreement be assessed.

Seventy-five percent of the Marine contracting officers surveyed felt that they did not arrive with the appropriate knowledge to manage civilian personnel. Additionally, 50

percent of the Marines responded that their military training and education did not prepare them to deal effectively with issues unique to the management of civilian personnel.

When asked to respond to the statement that most military contracting officers are adequately trained to handle civilian personnel issues prior to arriving to a contracting position 50 percent of the civilian P&C personnel disagreed with that statement, while only 15 percent agreed. When civilian P&C personnel were asked to respond to another similar statement, that Marine contracting officers come to the job with the appropriate knowledge to be effective managers of a contracting office, they responded with 40 percent agreeing while 30 percent disagreed with this statement. The remainder in both cases were those that had a neutral response.

The responses by civilian personnel are not overwhelming but they do help to substantiate what the Marine contracting officers are saying that they are not adequately trained to handle civilian personnel issues.

An area that both Marine contracting officers and civilian P&C personnel agreed strongly on was that it is necessary for Marine military contracting officers to understand the rules, regulations, policies, and rights of

civilian personnel to be an effective manager. The Marine contracting officers were 100 percent in agreement on this issue. The civilian P&C personnel were 90 percent in agreement.

There are many procedures to follow in dealing with civilian personnel. There will be certain things that a contracting officer may want to change that may be in violation with the union's collective bargaining agreement. There may be some things contracting officers need to get done right away that in any other military setting they could just order a subordinate to do. This is not the case with civilians. It must be in their job description as a part of their duties or a part of the ten percent additional duties that can be assigned. (Ref. 12) Knowing the rules and regulations will be very important as was indicated by both respondent groups.

Another area worth highlighting is that Marine contracting officers believed civilian personnel management is very different than military personnel management. All respondents were in agreement with this statement. In there was a one-hundred percent agreement by Marine contracting officers responding to the statement that they had encountered special issues in the management of civilian P&C personnel distinct from those experienced in managing

military personnel.

Contrary to how Marine contracting officers felt about these two statements the civilian P&C personnel strongly felt that there were no differences between military contracting officers and civilian contracting officers. This contrast can be best explained by Marine contracting officers' lack of experience dealing with civilian personnel issues. Civilians P&C personnel on the other hand work for a military organization in a support role and have always had dealings with military personnel throughout their careers.

Contracting officers must establish a good working relationships with their civilian personnel. Marine contracting officers must become very familiar with the purchasing and contracting environment in a regional contracting office. They will come in with no practical experience and are not afforded the time to know everything before they must make decisions. The contracting officer will have to rely on his civilian personnel for input to make well informed decisions.

They must understand their roles as not only contracting officers but also as a military contracting officers. The Naval Postgraduate School has educated them to handle contracting issues. The military has trained them to handle Marine issues. The real question is, "Can Marine

contracting officers handle civilian personnel issues?" Since the Marine contracting officers strong response, 75 percent agreed, that the effective management of civilian personnel was very important to the success of a Marine Corps contracting office. Marine contracting officer must make effective management of their civilian personnel a number one priority in their new positions.

New contracting officers enter regional contracting offices every three years as the director or head of contracts. They will establish policy and direction that will set the tone of the contracting office. Seventy percent of the civilian P&C personnel agreed that the policy and direction set by a contracting officer is very important to the success of regional contracting office.

Civilian P&C personnel deal with Marines on a daily bases. Not only do they work with Marines but Marines are their customers. The civilian P&C personnel had mixed opinions on whether most Marines would rather deal with other Marines than with civilians. Their responses were distributed evenly across the scale. However, 75 percent of the Marine contracting officers felt Marines would rather deal with Marines. Since Marines are just trained to work within the Marine Corps military environment it is only natural that for them to feel more comfortable dealing with

others in uniform.

Marine contracting officer came into the contracting environment with only 37 percent having a generally negative attitude about civilian DoD employees. After working with them it increased to 50 percent. This can be attributed to the fact that many Marine contracting officers judge their civilian personnel by military standards or behaviors so they end up having problems. One of the Marine contracting officers stated that he had no problems because he did not attempt to treat his civilian personnel like Marines, but like civilians.

It was interesting to note that "Esprit de Corps" was what Marine contracting officers felt was the most important element to establish a good working atmosphere in the contracting office. Along these same lines the civilian personnel felt that creating an atmosphere of equality, teamwork, and camaraderie between civilians and Marines was the most important factor in a good office environment. These were basically the same for both civilian P&C personnel and Marines. In fact Marines identified four out of the five same things that civilians felt were most important. The important aspect of this is that over time Marine contracting officers begin to understand civilian P&C personnel. They are not so out of touch with what is

important to them.

Marine contracting officer will no doubt learn on the job through experience. Learning through the every day experiences of a contracting office was identified in the survey by Marine contracting officers as the most helpful source of guidance and information to manage civilian personnel. However, when asked what was their best source of information, most Marine contracting officers responded that the civilian deputy director was consulted most often as a source of personnel management guidance.

## D. MILITARY VERSUS CIVILIAN ISSUE

The majority of civilian P&C personnel felt that they were treated fairly. Their responses to the questions in this section consistently showed that they were treated as equals to the military personnel in the office by the Marine contracting officers. Only 20 percent of the respondents felt that the contracting officer had a better rapport with military personnel. While only ten percent felt that the Marines in the office receive preferential treatment. When ask to respond directly to the statement that the contracting officer treats civilians differently than Marines in the office, the responses still remained relative low with 25 percent in agreement. The civilian P&C personnel also felt that the contracting officer knows them just as

well as he knows the Marines in the office with ten percent being in disagreement with this statement.

Although the majority of the civilian P&C personnel felt that they were treated fairly and equally by Marine contracting officers 50 percent agreed that there were walls between military and civilian personnel that will never be torn down.

The Marine contracting officers on the other hand felt that they did treat Marines and the civilian personnel differently. Only 25 percent felt that they treated them no different or the same. Marine contracting officers also felt that it was a lot easier to get things done through Marines with 87.5 percent agreeing. Seventy-five percent felt that their civilian P&C personnel did not do things with the same sense of urgency as their Marines. Although the Marine contracting officers this response concerning their civilian P&C personnel worth ethic 100 percent of them felt that they still maintain adequate control over civilian personnel.

This really shows that Marine contracting officers do not expect the same things from their civilian personnel as they do from their Marines. It is expected that if you ask a Marine to do something it is taken as an order and is done immediately, while if you ask a civilian employee to do the same thing it might get done immediately but most likely it

will get done based on how important that civilian believes it to be. They are not trained to respond in the same manner as a Marine; therefore, a Marine contracting officer must be clear in explaining the level of importance that is placed on work given to a civilian employee. Marine contracting officers also understand that they are the boss and can have an impact, either positive or negative, on their civilian personnel.

The responses from both the Marine contracting officers and the civilian P&C personnel are best explained by the fact that the civilian and military personnel are from two different cultures. Regardless of this fact, there must be no difference in the levels of respect and dignity afforded each individual. The difference cannot be made into obstacles but must be understood by Marine contracting officers as a part of the civilian culture. Marine contracting officers cannot go into a regional contracting offices and draw boundaries between their civilians and their Marines. They cannot make the distinction that there is a Marine way and there is a civilian way of doing things. Doing so would be setting themselves up for big problems.

Civilians where asked to respond to statements about a Marine being the contracting officer. Fifty percent responded that a Marine contracting officer is not in the

position long enough to really learn the job while only 20 percent disagreed. When asked to respond to the statement that the contracting office would run more smoothly if the contracting officer was civilian, 50 percent agreed while 25 percent disagreed. The majority of civilians felt that the rotation of a contracting officer every three years has a negative effect in the work place. Fifty-five percent of the respondents were in agreement. The respondents' answers indicate that the biggest problem for civilian P&C personnel is that they have to adjust to new leadership styles every three years.

The majority of the respondents did not feel that Marine contracting officers just came in and made changes without learning how things operate. Only 15 percent felt that they did. The respondents also did not feel that the contracting officers took the side of the customer. Only ten percent felt that they did. Both of these questions are important in that they show that Marine contracting officers value the experience of the civilian P&C personnel and will supporting the decision made by them.

It was interesting to note that although the majority of civilian personnel felt that there was a certain disruption in the workplace when a new Marine contracting officer rotates in every three years, both the civilian

personnel and Marine contracting officer agreed that there was a definite need for a Marine contracting officer in a regional contracting office. Both felt that the role of the Marine contracting officer is vital to purchasing and contracting environment for the same basic reasons but from two entirely different perspectives. The Marine contracting officers felt that civilians could not understand the mission needs of Marines like they could that those needs could be translated and directed better by a military member. The response of the civilian P&C personnel was more subtle. They felt there was a need for Marine contracting officer simply to handle other military members, either subordinates or superiors. They were both basically saying that the Marine contracting officer understand the military customer and is better equipped to handle military issues.

## E. JOB SATISFACTION

Job satisfaction is an important aspect in obtaining high levels of job performance. Understanding what job-related rewards are important to civilian P&C personnel is important for a Marine contracting officer to make a positive impact on his civilian employees. Civilian P&C personnel responded that training opportunities were the most important job-related reward. This was followed second by opportunity for choice jobs and third by promotions. The

remaining job-related choices were all equal but less important to these three except for monetary bonuses which were the least important of all.

Another important aspect of job satisfaction is understanding what motivates civilian P&C personnel. The civilian P&C personnel felt that pay and benefits were first, the challenge was second, training/education was third, being rewarded for good performance was forth, and opportunity to work independently was the fifth important factor that motivated them. It was interesting to note that although the order of importance was not the same, Marine contracting officers selected the same in four out of the five choices. The contracting officers differed in that the feeling of being part of team was one of the factors instead of training/education opportunities. This is not unusual for a Marine officer to select this factor seeing that Esprit de Corps is one of the most important motivation factors for Marines. The Marine contracting officers ability to influence or impact these factors will determine their ability to motivate their civilian personnel but they must be based on what motivates civilians not Marines.

## F. TRAINING IN CIVILIAN PERSONNEL MANAGEMENT

The majority of Marine contracting officers agreed that there was a need for training in civilian personnel

management. Seven out of the eight respondents said yes while only one said no. Training courses were available to all respondents and seven out of eight respondents attended training. Five of those seven were satisfied that the training helped them become better managers. Yet all of those respondents that attended the training felt that training in civilian personnel management was equally beneficial to what was learned through experience on the job. Training in civilian personnel management gives Marine contracting officers exposure to the civilian viewpoint that they could not get otherwise until after they have worked with civilians.

# V. RECOMMENDATION AND CONCLUSIONS

## A. INTRODUCTION

The research for this thesis uncovered several key points concerning the effective management of civilian P&C personnel by Marine Corps military contracting officers. This chapter will state those points by applying the knowledge to answering the primary and subsidiary research questions and by making recommendations as to what Marine contracting officers in particular should do to manage their civilian P&C personnel more effectively.

## B. RECOMMENDATIONS

Based on the findings of this study the following guideline are provided for future Marine contracting officers entering into the Marine Corps regional contracting office environment. These guideline are to serve as recommendations to the effective management of civilian P&C personnel. Marine Contracting officers should:

1. Attend civilian personnel supervisor training courses prior to commencing a job with civilian responsibilities for supervising civilian personnel.

2. Understand the experience level of civilian personnel and tap into that knowledge base to identify problems and find solutions.

3. Understand the rules and regulations that govern civilian personnel management.

4. Understanding the administrative procedures that are

required to handle an issue when it arises. This will prevent the exacerbation of a minor issue into a major one and help to facilitate its early resolution.

5. Judge civilian P&C personnel by civil servant standards not the military standards that are expected from Marines.

6. Use the deputy director's knowledge and experience in handling civilian personnel issues.

7. Understand that there are differences between civilians and Marine. If a Marine is asked to do something by a superior it is an order. If a civilian is asked to do something it is a request. They are not subject to the UCMJ and may not do as asked immediately if urgent need is not a part of the request. Learn how to deal with the difference. Do not let differences become a part of the problem.

8. Insure that your civilian personnel are receiving the necessary training to be promoted.

## C. CONCLUSIONS

The following are the researcher's conclusions to the research questions posed in Chapter I. Where applicable, reference is made to the chapters were a more in depth discussion can be found.

### 1. Primary Research Question.

How do Marine military contracting officers effectively manage civilian P&C personnel in a USMC regional contracting office?

Marine contracting officers manage civilian P&C personnel by learning the rules that govern how civilian personnel are supervised, understanding what is the civilian standard of measurement, and holding the employee to that

standard. Most Marine contracting officers have benefited from the training courses they have taken in civilian personnel management. It is also important for Marine contracting officers to understand what motivates their civilian P&C personnel the most to do their jobs. Many contracting officers fall into the trap of one shoe fits all. If it works for Marines it should work for civilians. Marine contracting have to realize that their civilians P&C operate under a whole new set of rules and are motivated by things that they can relate to. Not understanding the rules that apply will make managing civilian personnel very difficult.

**2. Subsidiary Research Questions.**

a. What are the issues that arise in the management of civilian P&C personnel in a USMC regional contracting office?

There were three major issues identified. The first issue identified was the effects that downsizing has on aligning work requirements with staffing levels, the second issue identified was how to get training for civilian P&C personnel, and the third was getting civilian P&C personnel to comply with demands. The findings in this area were not conclusive because many of contracting officers had no major issues in dealing with their civilian personnel. Most identified that it was just very different and understanding

the differences is what helped them to avoid the major issues from occurring.

b. What is the basic organizational structure and personnel makeup of a USMC regional contracting office?

See THE MARINE CORPS CONTRACTING STRUCTURE in Chapter II.

c. What are the differences encountered in managing civilian P&C personnel that are important for a new contracting officer to know?

Many of the difference between civilian P&C personnel were outline in Chapter II under Civilian P&C Personnel Management. The most important differences are that Marine contracting officer must be aware that there are a new set of rules and procedures that must be followed in management of civilian personnel.

d. What is the specific guidance and training given to U.S. Marine Corps military contracting officers in the management and supervision of civilian contract specialist?

There is no prior guidance given to Marine contracting officers before they get to their new commands. However, once they get to their new commands they should check into obtaining a copy of the Master Labor Agreement (MLA). New contracting officer can obtain a copy of the MLA through either their new command or the Human Resource Office (HRO)

which is also referred to as the Civilian Personnel Office. The MLA will lays out all the rules and procedures to manage civilian personnel that have been agreed upon by the U.S. Marine Corps and the American Federation of Government Employees (AFGE). Most Marine Corps Installations fall under this agreement, however, not all Marine Corps Bases and installations are covered by this particular MLA between USMC and AFGE. Those bases or installations not cover by this agreement could be either covered by a different union organization or not at all. The first step seeking out this information through the local Human Resource Office.

HRO also provides guidance through training courses and informational booklets about the management of civilian personnel. There are HROs located at each Marine Corps Base facility. However, the best source or at least the most widely used source of guidance for civilian personnel management is the Marine contracting officer's deputy director.

e. What underlying factors are the bases for the issues that occur with civilian P&C personnel?

The underlying factors that are the bases for most issues that occur with civilian P&C personnel all really relate to the differences. Marine contracting officers are in contracting offices for three years. They will spend the

majority of their time dealing with contracting issues not trying to understand the civilian personnel issues. Most of the time they deal relative to situations as the are confronted with an issue for the first time. There is little proactive management of civilian personnel issues by a Marine contracting officer.

f. How do and how can USMC military contracting officers effectively resolve the issues that arise with civilian P&C personnel?

Marine contracting officer can resolve most issues that arise with civilian P&C personnel by understanding how to handle them when they do occur. More importantly knowing where to go to find the answer. Taking the training courses that are available will give Marine contracting officers exposure and insight into civilian personnel issues and how they can facilitate an immediate resolution.

g. What management techniques or training experience could be instituted to avoid the issues that occur?

A management technique that could be used by Marine contracting officers is management by walking around. Get to know the civilian P&C personnel. They have a wealth of knowledge and experience in their contracting specialty. The Marine contracting officer can learn from them, solicit their ideas, and make their ideas a part of implementing

changes or solutions.

Civilian personnel management training could be implemented and incorporated into the 815 curriculum or into the system management courses at the Naval Postgraduate School (NPS). A whole class does not have to be dedicated to civilian personnel management but it could be incorporated into a section of one of the classes such as the organizational management courses offered at NPS. This would give the Marine contracting officer the tools to be an effective manager from day one on the job, instead of months later when he has to fit training into an already overcrowded schedule.

## D. AREAS FOR FURTHER RESEARCH

As a result of the research conducted in this study of the effective management of civilian P&C personnel by Marine contracting officers, the following areas warrant further study.

1. Whether or not regional contracting offices can be completely civilianized.

2. A study to determine what is the right mix of military and civilian P&C personnel to run a regional contracting office effectively. Determining what duties should be strictly military or strictly civilian.

3. A study to evaluate how each Service organizes its

contracting functions between military and civilian personnel.

## APPENDIX A. MARINE CORPS REGIONAL CONTRACTING OFFICES

■ UNLIMITED BUYING AUTHORITY
- Headquarters Marine Corps
- Marine Corps Logistics Base, Albany, GA

■ 10 MAJOR REGIONAL CONTRACTING OFFICES
■ UNLIMITED BUYING AUTHORITY FOR FIRM FIXED PRICE CONTRACTS
- Marine Corps Logistics Base, Barstow, CA
- Western Recruiting Region - MCRD San Diego, CA *
- Eastern Recruiting Region - MCRD Parris Island, SC *
- Southeast Region - Marine Corps Base, Camp Lejeune, NC *
- Northwest Region - Twentynine Palms, CA *
- Southwest Region - Marine Corps Base, Camp Pendleton, CA*
- Midwest Region Overland Park, Kansas *
- Northeast Region - MCCDC, Quantico, VA
- Marines Reserve Force, New Orleans, Marine Reserve *
- Far East Region, Marine Corps Base, Camp Butler,Okinawa *

■ 3 FLEET MARINE FORCE DEPLOYABLE CONTRACTING OFFICES
■ UNLIMITED BUYING AUTHORITY FOR FIRM FIXED PRICE CONTRACTS
- Deployed Contracting, 1st FSSG, Camp Pendleton, CA *
- Deployed Contracting, 2nd FSSG, Camp Lejeune, NC *
- Deployed Contracting, 3rd FSSG, Camp Butler, Okinawa*

■ 3 LIMITED REGIONAL CONTRACTING OFFICES
■ LIMITED PURCHASING AUTHORITY (UNDER SMALL PURCHASE THRESHOLD)
- Atlantic Region, Camp Elmore, Norfolk, VA
- Pacific Region, Camp Smith, HI
- European Region, Hq MARFOREUR

* = Director/Head of Contracts is a Marine

## APPENDIX B. SURVEY OF MILITARY CONTRACTING OFFICERS

### EXPERIENCE AND BACKGROUND

**FOR QUESTIONS 1-14:** Please answer the following questions. Place an "X" in the space that best applies to you when appropriate.

1. What is your rank/grade?

O- ☐

2. What is your age?

☐ years old

3. Did you receive your graduate degree from the Naval Postgraduate School?

4. What is the highest level of education you completed?

☐ High school graduate
☐ Some College
☐ College graduate
☐ Some postgraduate
☐ Postgraduate degree

5. What was your major field/area of study for your highest level of education (even if you did not receive a degree or complete the program)?

☐ Business
☐ Contracting/Acquisition
☐ Other (specify) _____
☐ Engineering
☐ Law

6. How long have you worked for the U.S. Marine Corps?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

7. How many years of contracting experience (in full-time contracting assignments do you have?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

8. How long have you been in your current job/billet?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

9. Have you ever had civilian personnel work directly for you prior to being assigned as a contracting officer?

☐ Yes ☐ No

10. How many civilian purchasing and contracting (P&C) personnel currently work for you?

| 1102 | 1105 | 1106 |
|---|---|---|
| | | |

11. How many Marines currently work for you? ☐

12. Who do you directly report to as the regional contracting officer?

☐

13. What percentage of purchases in your office are less than the Simplified Acquisition threshold? ☐

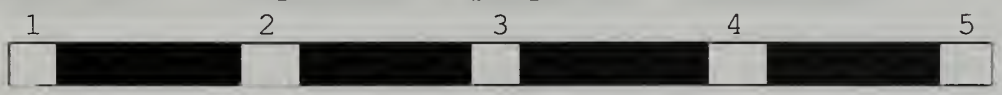
14. What is your primary military occupational specialty?

## THE PURCHASING & CONTRACTING CIVILIAN MANAGEMENT ENVIRONMENT

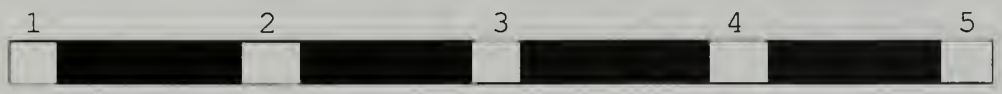
**FOR QUESTIONS 15-23:** Please indicate how strongly you feel about each of the following statements. Place an "X" the number which best describes your opinion based on the scale below.

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |

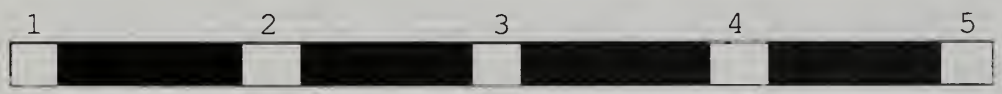
15. I came to my present job with the appropriate knowledge to manage civilian personnel properly.



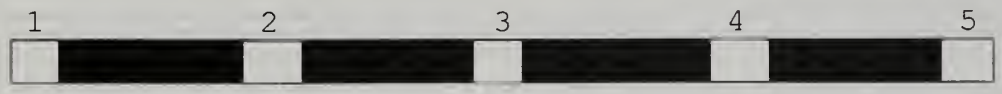

16. I have encountered special concerns or issues in the management of civilian P&C personnel distinct from those experienced in managing military personnel.



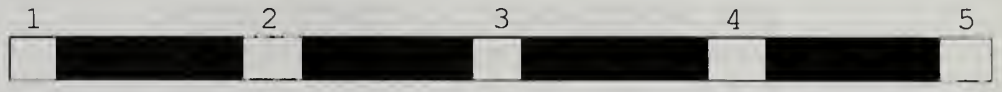

17. It helps to understand the rules, regulations, policies, and rights of civilian personnel to effectively manage civilian P&C personnel.



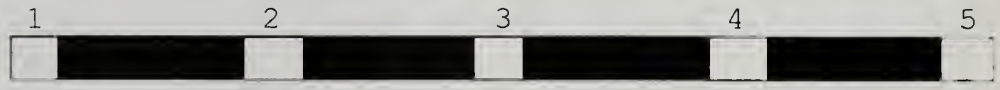

18. Managing civilian P&C personnel is no different than managing military P&C personnel.



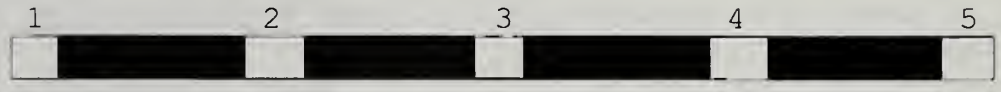
19. The effective management of civilian P&C personnel is very important to the success of a Marine Corps contracting office.




20. My military training and education prepared me to deal effectively with issues unique to the management of civilian personnel.




21. Prior to my assignment as a contracting officer, my perception of the attitudes and work ethics of civilian DoD employees was generally negative.




22. Most Marines prefer to deal with other Marines rather than civilians when requiring contracting support.

23. After working with civilian DoD employees in a contracting office my perception of their attitudes and work ethics is positive.

24. Please identify what has been your main problem in the management of civilian P&C personnel. Place your answer in the space below. Double click on the box and type in your response.

25. From the following list, indicate which five factors you believe are the most important to know or understand in the effective management of your civilian P&C personnel. Indicate your feelings by placing a "1" next to the most important, a "2" next to the second most important and then continue in this manner until you get to your fifth most important. (Rank only five.)

☐ a. How to motivate.
☐ b. Establishing Esprit De Corps.
☐ c. The award system for good work performance and incentives.
☐ d. The civil servant evaluation and promotion process.
☐ e. The Union labor rules.
☐ f. Handling grievances.
☐ g. The rights of civil servant employees.
☐ h. The rules, regulations, and policies concerning the management of civilian employees.
☐ i. Handling poor performance.
☐ j. What training is needed to promote employee. growth and development.
☐ k. Duties and responsibilities of your civilian purchasing and contracting personnel.
☐ l. Other (Specify)

26. What do you perceive as your major function as a Marine regional contracting officer? Place your answer in the space below. Double click on the box and type in your response.

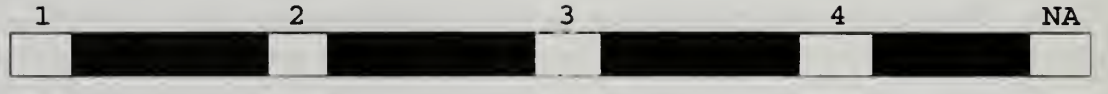
27. Indicate how helpful you feel each of the following was as a source of information and guidance to manage your civilian P&C personnel. Place an "X" in the space under the number which best describes your opinion based on the scale below. If you didn't use mark N/A.

**Not Helpful** **Slightly Helpful** **Helpful** **Very Helpful**

1 2 3 4 NA

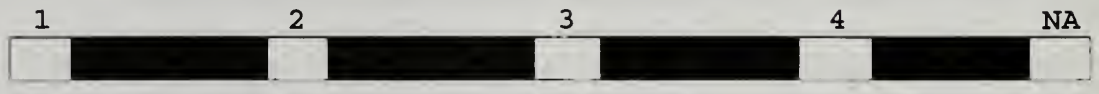
a. Human Resource Office

1 2 3 4 NA



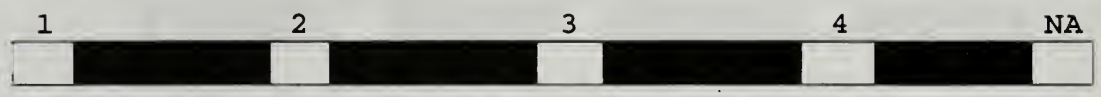
b. The Regulations & Policies for Civilian Personnel in the Master Labor Agreement.

1 2 3 4 NA



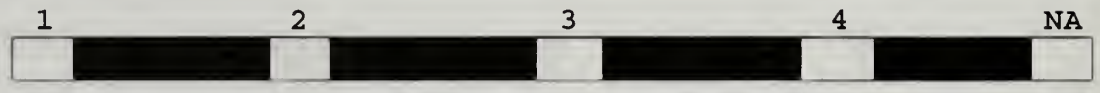
c. Civilian Personnel Supervisors Handbook.

1 2 3 4 NA



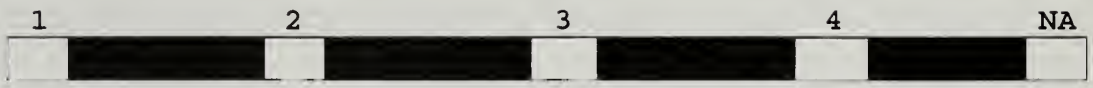
d. Civilian Personnel Management/Supervisor Training Courses.

1 2 3 4 NA



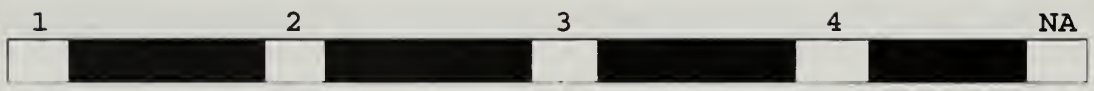
e. Your Deputy Director.

1 2 3 4 NA



f. On the Job Experience.

1 2 3 4 NA



28. What did you find to be the most helpful source of information or guidance to manage your civilian P&C personnel? Place your answer in the space below.

29. From the following list, indicate which five factors you think motivate your civilian P&C personnel the most to do their jobs? Indicate your feelings by placing a "1" next to the most important, a "2" next to the second most important and then continue in this manner until you get to your fifth most important motivator. (Rank only five.)

- [ ] a. Pay and benefits
- [ ] b. Training/education opportunities
- [ ] c. Involvement with the Marine Corps.
- [ ] d. Prestige.
- [ ] e. Government Service.
- [ ] f. The challenge.
- [ ] g. The public trust to be efficient.
- [ ] h. Opportunity to work independently.
- [ ] i. The feeling of being part of a team.
- [ ] j. Opportunity to be creative.
- [ ] k. Being rewarded for good performance
- [ ] l. Other (Specify)

## TRAINING IN CIVILIAN PERSONNEL MANAGEMENT

30. There is a need for civilian management/supervisor training for Marine regional contracting officers?

☐ Yes ☐ No

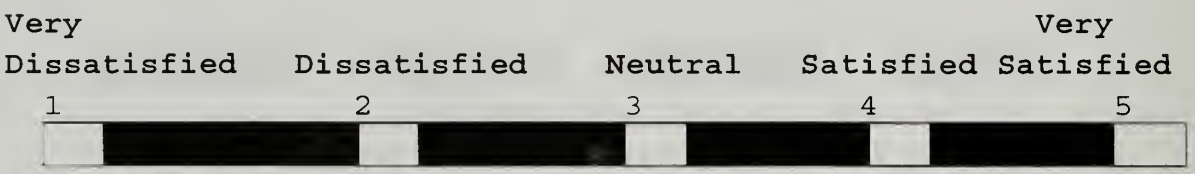
31. Are there civilian management/supervisor training courses available to you?

☐ Yes ☐ No

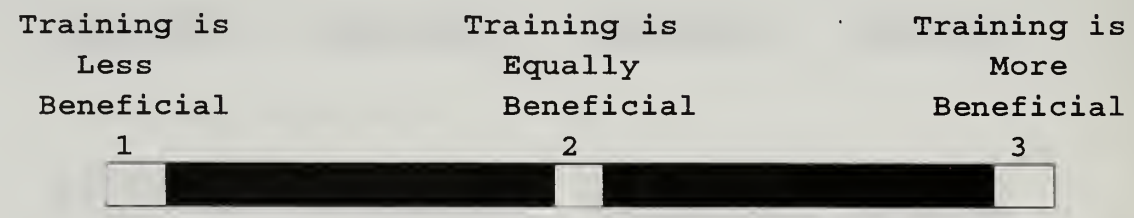
32. Have you attended any civilian management/supervisor training courses?

☐ Yes ☐ No

32a. If yes, how satisfied were you with the benefits of this training in helping you be a more effective manager of your civilian P&C personnel?




33. How would you compare the benefits of civilian management training with what you've learned through on the job experience. (Answer even if no training courses were taken)

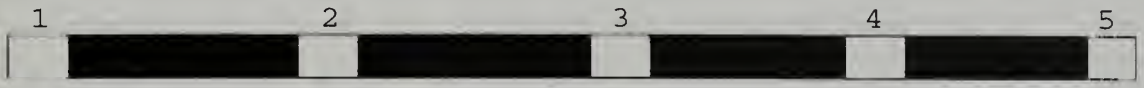


## THE MILITARY VS. CIVILIAN ISSUE

**FOR QUESTIONS 34-43:** Please indicate how strongly you feel about each of the following statements. Place an "X" the number which best describes your opinion based on the scale below.

**Strongly Disagree** **Disagree** **Neutral** **Agree** **Strongly Agree**

1 2 3 4 5



34. It would seem that it is just a lot easier to get things done through Marines.

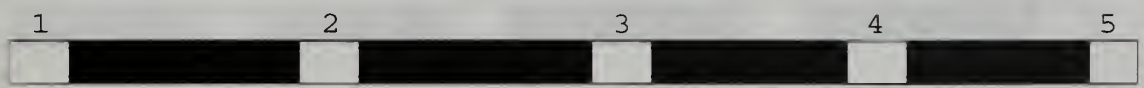
1 2 3 4 5

35. It is a lot easier to communicate to my Marines than civilian personnel.

1 2 3 4 5

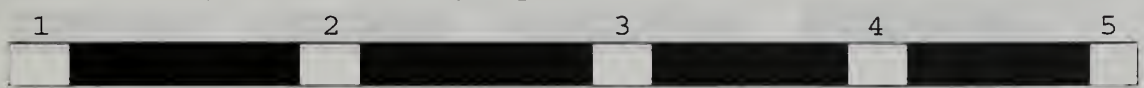
36. There are some walls between military and civilian personnel that will never be torn down.

1 2 3 4 5



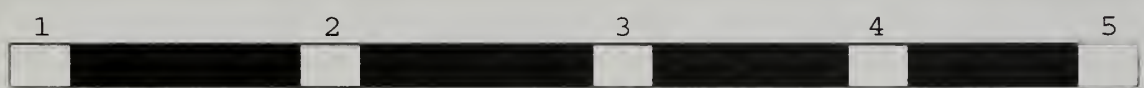
37. There are some things I would prefer my Marines to do instead of my civilian employees.

1 2 3 4 5



38. I treat the civilian employees no differently than the Marines in the office.

1 2 3 4 5



39. Sometimes my civilian employees don't do things with the same sense of urgency that I get from Marines.

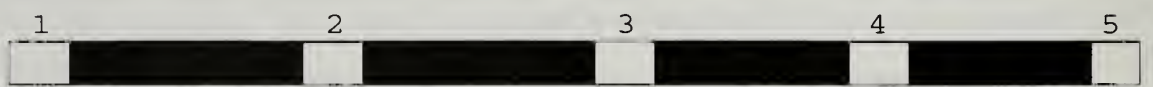
40. I feel like I have to prove myself more with the civilian personnel than with the Marines in the office.

41. It is really very hard to make any kind of changes in an environment where most of the employees are civilian and don't respond to authority like Marines do.

42. It is my duty as a Marine contracting officer to insure that the customers needs are being met.

43. I really don't think as a military regional contracting officer I can have that much of an impact on my civilian personnel.

44. Do you believe there is a need for a military contracting officer in a regional contracting office?




44a. Please explain why you responded yes or no in the space below. Double click on the box and type in your response.

## APPENDIX C. SURVEY OF CIVILIAN P&C PERSONNEL

### EXPERIENCE AND BACKGROUND

**FOR QUESTIONS 1-10:** Please answer the following questions. Place an "X" in the space that best applies to you when appropriate.

1. What is your rank/grade?

GS- ☐

2. What is your age?

☐ years old

3. What is your gender?

☐ **Male** ☐ **Female**

4. What is the highest level of education you completed?

☐ High school graduate
☐ Some College
☐ College graduate
☐ Some postgraduate
☐ Postgraduate degree

5. What was your major field/area of study for your highest level of education (even if you did not receive a degree or complete the program)?

☐ Business ☐ Engineering
☐ Contracting/Acquisition ☐ Law
☐ Other (specify) _____

6. How long have you worked for the U.S. Marine Corps?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

7. How many years of contracting experience (in full-time contracting assignments do you have?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

8. How long have you been in your current job/billet?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

9. How long have you worked for a Marine contracting officer?

| | |
|---|---|
| ☐ less than 1 year | ☐ 6-10 years |
| ☐ 1-2 years | ☐ 11-15 years |
| ☐ 3-5 years | ☐ more than 15 years |

10. Have you ever worked for a civilian contracting officer before?

☐ **Yes** ☐ **No**

11. What position do you currently fill in the contracting office?

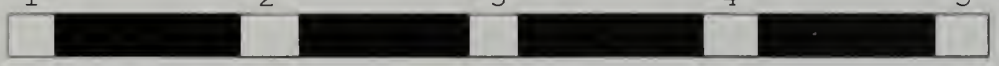
THE PURCHASING & CONTRACTING CIVILIAN MANAGEMENT ENVIRONMENT

**FOR QUESTIONS 12-19:** Please indicate how strongly you feel about each of the following statements. Place an "X" the number which best describes your opinion based on the scale below.

| Strongly Disagree | Disagree | Neutral | Agree | Strongly Agree |
|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 |

12. Marine military contracting officers come to the job with the appropriate knowledge to be effective managers of a contracting office.

1 2 3 4 5

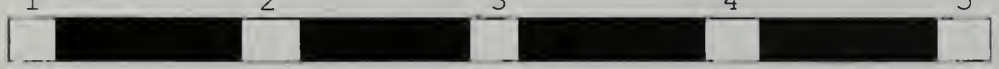


13. It is necessary for Marine military contracting officers to understand the rules, regulations, policies, and rights of civilian personnel to be an effective manager.

1 2 3 4 5

14. Military contracting officers are no different than civilian contracting officers.

1 2 3 4 5

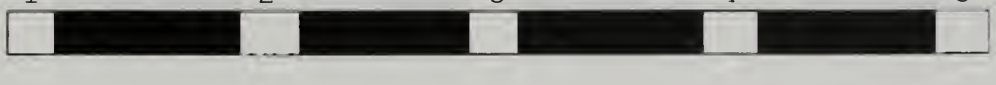


15. The policy and direction set by the new contracting officer is very important to the success of a Marine Corps contracting office.

1 2 3 4 5

16. Most military contracting officers are adequately trained to handle civilian personnel issues prior to arriving to a contracting billet.

1 2 3 4 5



17. It would seem that Marines prefer to deal with other Marines rather than civilians.

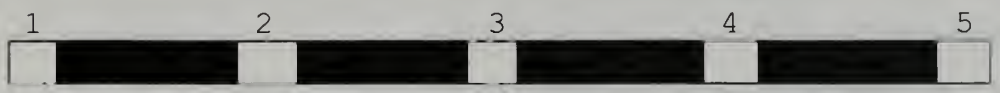
18. From the following list, indicate what you believe are the most important factors for a contracting officers to know or do to establish a good working environment for civilian P&C personnel. Indicate your feelings by placing a "1" next to the most important, a "2" next to the second most important, and then continue in this manner until you get to your fifth most important. If you don't agree with all the issues listed you can specify in the "other" space provided at the end of the list. (Rank only five)

☐ a. Getting to know all the employees on an equal basis.
☐ b. Creating an atmosphere of equality, teamwork, and camaraderie between civilians and Marines.
☐ c. The award system for good work performance and incentives.
☐ d. The civil servant evaluation and promotion process.
☐ e. The Union labor rules.
☐ f. Handling grievances.
☐ g. The rights of civil servant employees.
☐ h. The rules, regulations, and policies concerning the management of civilian employees.
☐ i. Handling poor performance.
☐ j. What training is needed to promote employee growth and development.
☐ k. Understanding the duties and responsibilities of the purchasing and contract specialists.
☐ l. Other (Specify) ☐

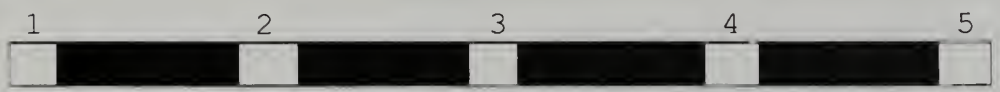
19. What do you believe is the most important personnel issue that is important for a new incoming contracting officer to understand or be aware of? Double click on the box and type in your response.

## THE MILITARY CONTRACTING OFFICER IMPACT AND THE MILITARY VS. CIVILIAN ISSUE

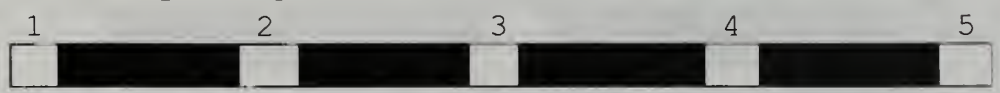
**FOR QUESTIONS 20-30:** Please indicate how strongly you feel about
each of the following statements. Place an "X" the number which best describes your opinion based on the scale below.



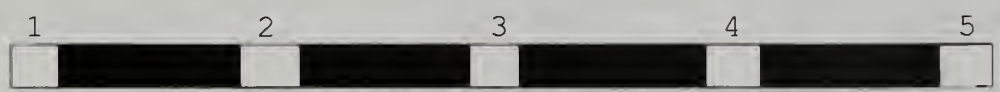

20. It would seem that the contracting officer has a better rapport with the military employees.



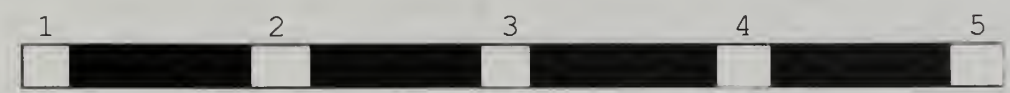

21. At times the contracting officer forgets that I'm not in the military and places unrealistic demands on me.




22. There are some walls between military and civilian personnel that will never be torn down.

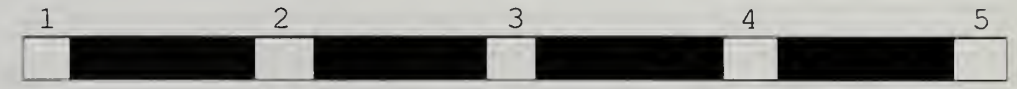



23. The contracting officer doesn't seem to know me as well as he knows the Marines in the office.

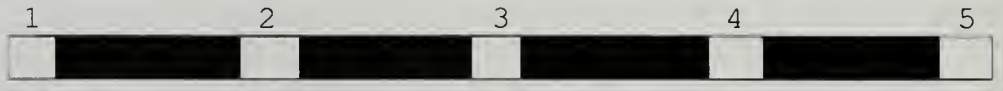


24. The Marines in the office receive preferential treatment over civilian employees.

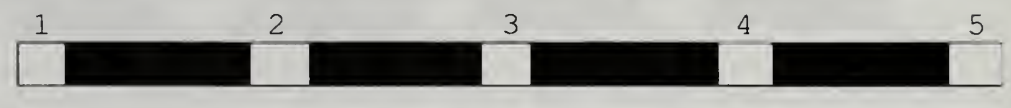
25. The contracting officer treats civilians different than the Marines in the office.



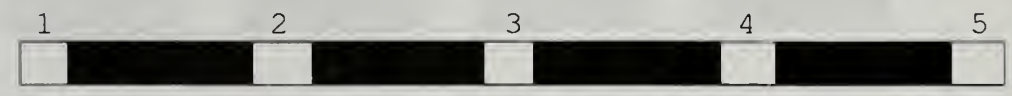

26. The contracting officer is not in the position long enough to really learn the job.



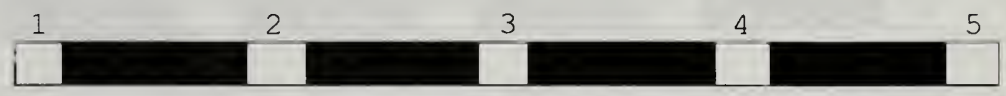

27. The contracting office would run more smoothly if the contracting officer was civilian.




28. The rotation of a new contracting officer every three years has a negative effect in the work place.




29. The contracting officer makes changes prior to understanding or even learning how things operate.




30. Too often the contracting officer takes the side of the customer.

31. Do you believe there is a need for a military contracting officer in a regional contracting office?

☐ Yes ☐ No

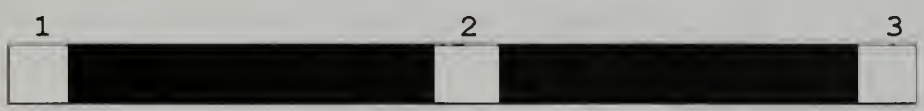
31a. Please explain why you responded yes or no in the space below. Double click on the box and type in your response.

## JOB SATISFACTION

32. Indicate how important each of the job-related rewards listed below are to you. Place an "X" the number which best describes your opinion based on the scale below:

**Not Important** **Important** **Very Important**

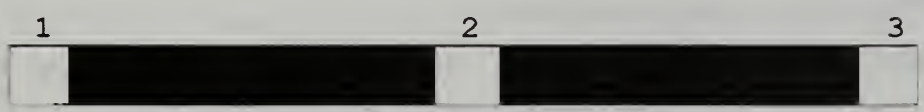
1 2 3



a. Verbal Recognition

**Not Important** **Important** **Very Important**

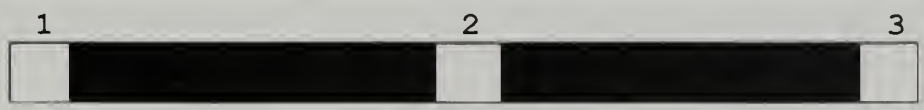
1 2 3



b. Formal Recognition

**Not Important** **Important** **Very Important**

1 2 3



c. Monetary bonuses

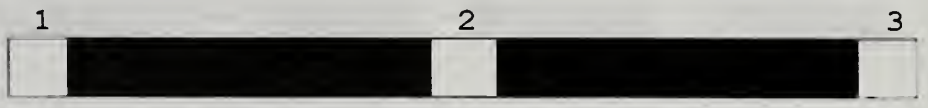
Not Important Important Very Important

1 2 3

d. Opportunities for choice job assignments

Not Important Important Very Important

1 2 3



e. Promotions

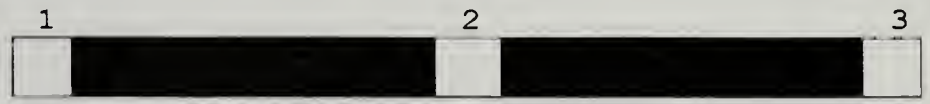
Not Important Important Very Important

1 2 3

f. Opportunities to work independently

Not Important Important Very Important

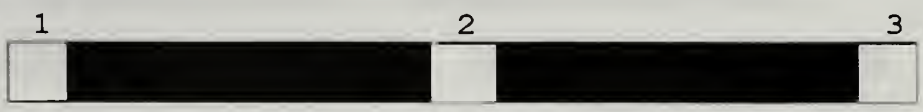
1 2 3



g. Training opportunities

Not Important Important Very Important

1 2 3



33. From the following list, indicate which five factors motivate you the most to do your job? Indicate your feelings by placing a "1" next to the most important, a "2" next to the second most important and then continue in this manner until you get to your fifth most important motivator. (Rank only five)

- [ ] a. Pay and benefits
- [ ] b. Training/education opportunities.
- [ ] c. Involvement with the Marine Corps.
- [ ] d. Prestige.
- [ ] e. Government Service.
- [ ] f. The challenge.
- [ ] g. The public trust to be efficient.
- [ ] h. Opportunity to work independently.
- [ ] i. The feeling of being part of a team.
- [ ] j. Opportunity to be creative.
- [ ] k. Being rewarded for good performance
- [ ] l. Other (Specify) _____

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